REPORT RESUMES

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LANE COUNTY YOUTH PROJECT. FINAL REPORT.
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A GROUP OF LANE COUNTY, OREGON, CITIZENS WHO WERE CONCERNED ABOUT JUVENILE DELINQUENCY BANDED TOGETHER IN 1962 TO ESTABLISH THE LANE COUNTY YOUTH PROJECT (LCYP). THE PRIMARY PURPOSE OF LCYP WAS TO PLAN A MAJOR DEMONSTRATION PROJECT AIMED AT THE PREVENTION AND CONTROL OF DELINQUENCY AND RELATED YOUTH PROBLEMS IN BOTH RURAL AND SMALL CITY SETTINGS. AN EIGHTEEN-MONTH FEDERAL GRANT WAS AWARDED THE ORGANIZATION BEGINNING IN AUGUST, 1962. AFTER THIS PLANNING PERIOD, IN FEBRUARY, 1964, THE DEMONSTRATION PROGRAMS WERE BEGUN AND INCLUDED THE FOLLOWING MAJOR AREAS--EDUCATION, YOUTH EMPLOYMENT, COMMUNITY AGENCIES, COMMUNITY DEVELOPMENT, TRAINING, RESEARCH, AND EVALUATION. AT THE END OF 1966, THE WRITERS OF THE FINAL REPORT STATED THAT THE MAJOR CONCLUSION RESULTING FROM THE PROJECT WAS, "COMPREHENSIVE ACTION PROGRAMS REQUIRE PROGRAM COHERENCE IN THE ORGANIZATION OF COMPONENTS AND OF A THEORETICAL FRAME OF REFERENCE." OTHER CONCLUSIONS INCLUDED THE FOLLOWING FOCI--(1) FOCUS ON ADEQUATE PLANNING, (2) FOCUS ON COMPREHENSIVENESS, (3) FOCUS ON REINTEGRATION OF DEVIANT ADOLESCENTS, (4) FOCUS ON CHANGE OF ECONOMIC INSTITUTIONS, (5) FOCUS ON TRAINING, AND (6) FOCUS ON COMMUNITY DEVELOPMENT. (ES)

LANE COUNTY YOUTH PROJECT

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Final Report

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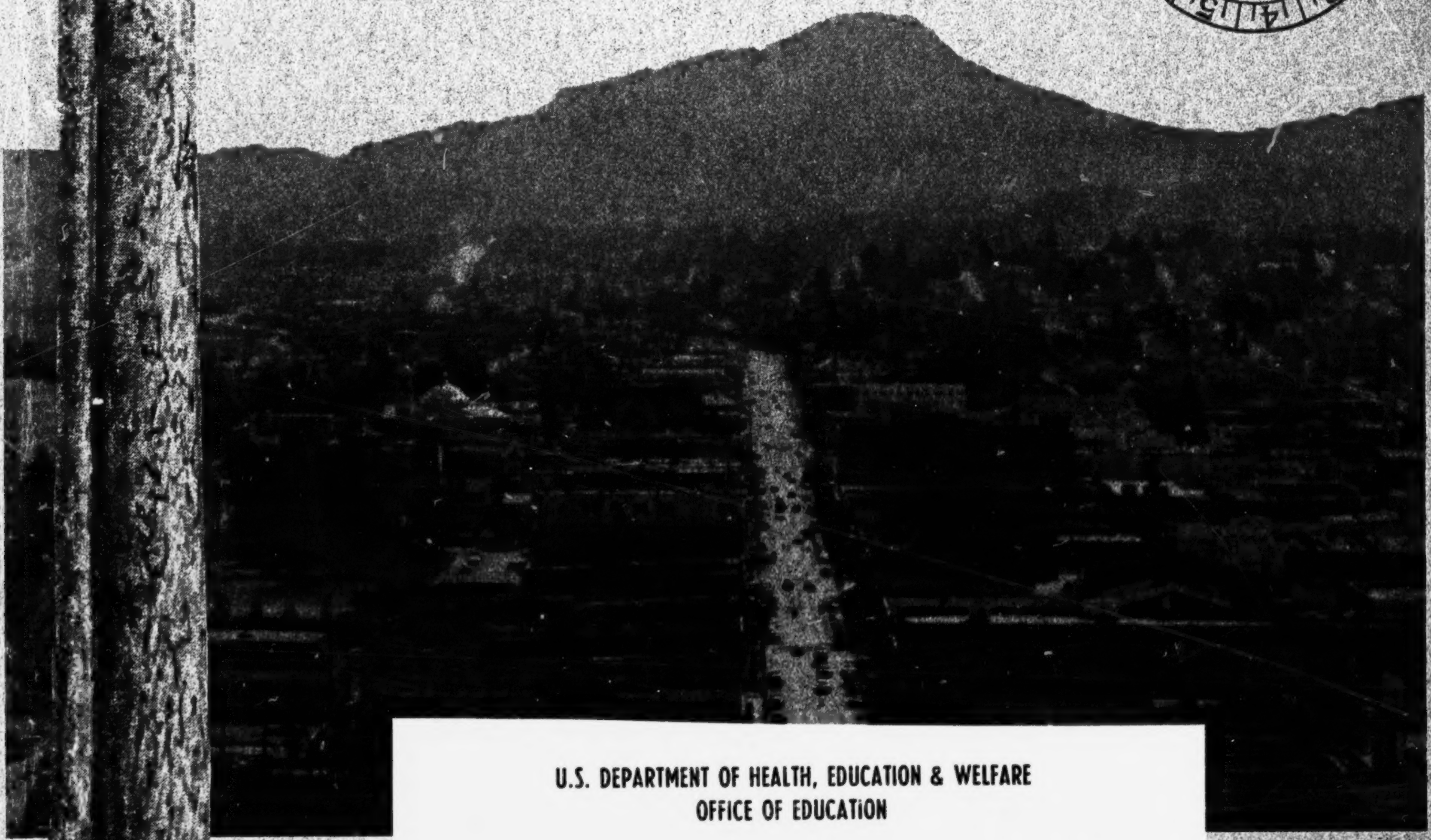

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LANE COUNTY YOUTH STUDY BOARD
1901 GARDEN AVENUE
EUGENE, OREGON 97403

28 FEBRUARY 1967

RC001931

LANE COUNTY YOUTH PROJECT

A locally-sponsored three-year youth development and delinquency prevention demonstration program for rural and small-city youth, funded by local, state, and federal agencies. Funds for the research and planning period and the first two demonstration years under the President's Committee on Juvenile Delinquency and Youth Crime were administered by the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare. Funding support for the final demonstration year of the project was provided by the Office of Economic Opportunity.

A FINAL REPORT

LANE COUNTY YOUTH STUDY BOARD
(As of April 1967 -- LANE HUMAN RESOURCES, Inc.)
1901 Garden Avenue
Eugene, Oregon 97403
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28 February 1967

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AGENCIES THAT PARTICIPATED IN FUNDING THE PROJECT

Office of Juvenile Delinquency and Youth Development
(President's Committee on Juvenile Delinquency)
U.S. Department of Health, Education, and Welfare

Office of Economic Opportunity

Office of Manpower, Automation and Training
U.S. Department of Labor

Federal Extension Service
U.S. Department of Agriculture

Vocational Rehabilitation Administration
U.S. Department of Health, Education, and Welfare

Bureau of Apprenticeship and Training
U.S. Department of Labor

Children's Bureau
U.S. Department of Health, Education, and Welfare

Cooperative Extension Service
Oregon State University

ACKNOWLEDGMENTS

It is impossible to list or give proper credit to all the individuals and organizations that have made the Lane County Youth Project possible. During the four and one-half years from the beginning of the research and planning period to the end of the demonstration program and the distribution of the evaluation report many hundreds of people have participated.

During this period there have been changes in the membership of the Lane County Youth Study Board, its Board of Directors, the Project staff, the numerous planning and advisory committees as well as the many participating local community agencies and institutions. There also have been changes in the state and federal agencies that have helped finance the Project. In addition, there are hundreds of volunteers from the community who have contributed goods or services.

For these reasons, and since participating organizations and agencies are mentioned in the individual program chapters, formal recognition is being limited to the executive staff of the governing body of the Project, the state and federal agencies that helped fund the Project, and the Project's executive and research staff.

In the case of staff, the decision as to where to draw the line in giving credits is a difficult one. Well over a hundred individuals have served in staff positions. Staff turnover and reassignment of personnel from one position to another make individual listing even more complicated. However, in the belief that the reader has the right to be able to identify at least some of the staff of the Project, names and positions of the program and research staff are included. It should be recognized that this group comprises only a few of the staff. Credit is due the large group not identified here; without them, the Project never would have been possible.

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CHAPTER I

AN OVERVIEW OF THE LANE COUNTY YOUTH PROJECT

CHAPTER I

AN OVERVIEW OF THE LANE COUNTY YOUTH PROJECT

I. Introduction to the Project and Community

The Lane County Youth Project was established in August, 1962 under the sponsorship of the Lane County Youth Study Board (LCYSB), a private, non-profit corporation. The initial impetus for the project came from Lane County citizens who were concerned about delinquency and youth problems and who wished to use the opportunities for delinquency prevention and treatment possible under the federal Juvenile Delinquency and Youth Offenses Control Act of 1961.

After submission of a proposal to the President's Committee on Juvenile Delinquency (PCJD) a research and planning grant was awarded for the 18-month period August, 1962 to February, 1964. A review of juvenile delinquency literature, field research in Lane County, and planning with community organizations and agencies were the bases for the demonstration proposal submitted to PCJD. A three-year program was approved by a national review panel established by PCJD and subsequently funded by the Office of Juvenile Delinquency (OJD). OJD was established in the U.S. Department of Health, Education, and Welfare to administer the delinquency demonstration and training grants authorized by the Juvenile Delinquency and Youth Offenses Control Act.

The research, planning, and resulting demonstration programs have been sponsored and governed by the Lane County Youth Study Board. Through its 24 Directors, the Board has exercised responsibility as the corporate entity and policy-making body for the Project. During the four and one-half years since the beginning of the planning period the Board has met every second or third month. The Directors have met on an average of at least once a month and their Executive Committee has met weekly for the past two years. Members have also served on numerous ad hoc committees.

Board members have spent thousands of hours as policy makers, program advisors and interpreters. Without this community sponsorship, an endeavor such as the Lane County Youth Project which involves elements of experimentation, community services, and social change could not be carried out.

In February, 1964, the demonstration programs began. Subsequently, programs were put into action in the following major areas:

1. Education
2. Youth Employment
3. Community Agencies
4. Community Development
5. Training
6. Research and Evaluation

The present document presents a description and, when possible, an evaluation of these programs. In each section, the program will be described with enough detail to give the reader some conception of the intent of the program and how it was carried out in the field. Where evaluation data are available some assessment of the impact of the program will be provided.

The establishment of the Lane County Youth Project was in part a recognition of the fact that juvenile delinquency and youth problems are not just urban phenomena. While it is generally true that in the hinterland there are no serious problems with narcotics, juvenile gangs, or racial friction, other critical problems remain unsolved. Juvenile court cases in rural areas doubled in a five-year period between 1957 and 1962. Locally, delinquent referrals in Lane County increased at the rate of 14% per year in the year prior to 1962,[1] although the youth population averaged only a 4% increase.

Hinterland delinquency was recognized as a different kind of "thing" than urban delinquency. Results from other studies, as well as the Lane County data, showed that delinquency in rural areas was generally less serious in terms of the acts committed and was treated in a more lenient manner; i.e., rural communities were somewhat more tolerant of misbehavior. The delinquency that did exist was generally a male problem, occurred predominately among youth from lower economic social status backgrounds, reflected alienation from community and school, and seemed to have a subcultural component.

"Hinterland" refers to areas outside the major metropolitan centers of the United States. This includes a large percentage of our population. According to the 1960 United States census figures, over two-thirds, or approximately 120 million persons, lived outside the metropolitan areas of one million or more population. Roughly 38%, approximately 66 million people, lived outside the "standard metropolitan statistical area" as defined by the census.

There are many different kinds of hinterland communities. One, certainly, is the rural-farm type of area where the predominant economic structure is agricultural. The second type is the rural-nonfarm community such as mining, fishing, or lumber towns. These communities have a different ecological and social composition from a rural-farm area. The population, though small, is generally more concentrated and there tends to be an unbalanced sex ratio.

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[1] Lane County Juvenile Department Annual Report: 1962, Lane County Juvenile Department, Eugene, Oregon, March, 1963, p.6.

with more male than female residents in these areas. A third type of hinterland community is the small city. Many areas which are "urban"[1] or "metropolitan,"[2] by census definition, are part of the hinterland. The small city is different from the massive metropolitan areas in terms of its organization and structure and the kinds of problems within its areas. These problems are (or should be) handled in quite different ways from either the very large population centers or the small rural areas. These different area types were considered in the planning phase when determining demonstration areas.

A. Lane County: Its Geography, Population, Economy, and Growth

1. Locale and Resources

Lane County is a large and geographically diverse area located in western Oregon, midway between the Columbia River to the north and the California state line to the south. Its boundary is a 30-mile coastline on the Pacific Ocean on the west and extends to the summit of the Cascade Mountains 120 miles to the east. Within its boundaries are portions of two mountain ranges, the Coast range and the Cascades, as well as the upper end of the Willamette Valley, a rich alluvial plain some 120 miles in length and 20 miles in width. Approximately one-third of Lane County's 4,523 square miles (nearly equal to the State of Connecticut in area) is fertile valley land and much of the remainder is heavily timbered, hilly or mountainous terrain. About a dozen large lakes and reservoirs, along with an extensive river system, all fed by a heavy annual rainfall, contribute to the natural resource material found in this county.

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[1] 2,500 or more population, by U.S. Census criterion.

[2] 50,000 or more population, by U.S. Census criterion.

2. Population Base

Nearly 60% of Lane County's 181,000 residents in 1960 lived in and around the Eugene area. The remaining 40% were concentrated in other rural communities ranging in size from 4,000 (Cottage Grove) to 545 (Lowell and other rural areas). The population density of the entire county is approximately 40 people per square mile. If the area and population in and around Eugene itself were not included, the population density of the county's 4,532 square miles would be slightly more than 15 people per square mile.

The overwhelming majority of this population is native-born, white, Anglo-Saxon American with ethnicity playing a minor role in the social life of the county's inhabitants. Unlike some other parts of the state, this county has almost no Negro or Indian population.

Lane County has been and continues to be a growing area in the State of Oregon. A population increase of nearly 30% has occurred in the decade from 1950 to 1960. This rate of growth is more rapid than that of the Portland metropolitan area, the State of Oregon, or the nation as a whole. It is lower, however, than the growth rate of similar areas in the Western United States.

Table 1

Population, 1950-1962

			Per Cent Change	
	1950	1960	1962	1950-60
United States	151,325,798	179,323,175	--	+18.6
State of Oregon	1,521,341	1,768,687	1,825,138	+16.3
Oregon Counties of Clackamas, Multnomah and Washington (Portland)	619,522	728,088	743,842	+17.5
Lane County (Eugene)	125,776	162,890	180,629	+29.5

Source: 1950 and 1960 Census of Population

3. Economic Base

Lane County's 1960 labor force of 58,000 makes it the second largest in Oregon and the fifth largest in the Pacific Northwest. Its economic life is heavily dependent upon the lumber industry in its rural areas and production work is found mostly in this industry. One out of every four individuals in the labor force receives his livelihood through work in lumber and wood products; eight out of every ten manufacturing jobs in the area result from lumber and wood products raw material. Service occupations and retail trades employ another 15% of the county's labor force. These three areas alone provide employment for nearly 60% of the total labor group. Agricultural harvest work and food processing create 12,000 to 15,000 jobs during the summer peak and provide work for many temporary labor force entrants. Year-round jobs in agriculture number about 2,500 and food processing about 1,000. Construction, public education, and transportation comprise the remaining bulk of the employed.

Table 2

Employment in Lane County, 1950-1960

	1950		1960		'50-'60	'50-'60
Industry	Number	Per Cent	Number	Per Cent	%Change	%Diff.
Mfg: Lumber & Wood Products	11,356	25.1	13,464	23.4	+18.6	-1.7
Service	6,511	14.4	9,706	16.9	+49.1	+2.5
Retail Trade	7,339	16.2	8,932	15.5	+21.7	-0.7
Public Education	2,258	5.0	4,402	7.6	+95.0	+2.6
Transportation-Communication-Utilities	3,946	8.7	4,319	7.5	+ 9.5	-1.2
Construction	3,723	8.2	3,957	6.9	+ 6.3	-1.3
Wholesale Trade	1,620	3.6	2,270	3.9	+40.1	+0.3
Other Manufacturing	1,144	2.5	2,116	3.7	+85.0	+1.2
Agricultural	3,554	7.8	2,102	3.6	-40.9	-4.2
Public Administration	1,023	2.3	1,796	3.1	+75.6	+0.8
Finance, Ins., Real Estate	1,194	2.6	1,720	3.0	+44.1	+0.4
Mfg: Food Products	647	1.4	1,250	2.2	+93.2	+0.8
Industry Not Reported	524	1.2	966	1.7	+84.4	+0.5
Forestry and Fisheries	224	0.5	346	0.6	+54.5	+0.3
Mining	193	0.4	159	0.3	-17.6	-0.1
Total Employed Labor Force	45,256		57,505			

Source: 1960 Census of Population

4. Population Growth and Economic Stability

While the population growth of Lane County has been rapid in the last decade, the basic structure of the county's economy has remained constant, but expanding. Lumber, the basic economic ingredient, continues to provide employment for 25% of the labor force as it has done for more than a dozen years, albeit now at a high skill level. Service occupations and retail trades, the other two primary contributors to employment placement, also demonstrate remarkable constancy through time in the proportion of the labor force for whom employment is provided.

In the expanding county economy, the hallmark is one of more job opportunities at higher skill levels, in all segments of employment save one. Agricultural harvest work and food processing have experienced a 40% employment decline in the past ten years. Prospects continue that a still smaller work force will be needed to harvest and process a greater quantity of agricultural products. A great majority of young entrants into the world of work from this agricultural area will be required, of necessity, to find employment elsewhere.

Only those areas requiring specialized training offer good job prospects. Opportunities in other, less skilled occupations are not so promising. There are usually plenty of local people who can fill these jobs, and the less skilled jobs are expanding rather slowly, if at all.

B. Criteria for the Selection of Demonstration Areas

1. Major Purpose

The primary purpose of the Lane County Youth Study Board was the planning of a major demonstration project aimed at the prevention and control of delinquency and related youth problems in both rural and small city settings. A fundamental consideration in the selection of demonstration areas of this county, then, was in their transferability. A concerted attempt had been made to study those areas and aspects of the problem which permit generalization of the findings to rural and small city settings throughout the United States. In Oregon alone it could be pointed out that there were 15 cities between 10,000 and 50,000 population and 108 towns with populations between 3,000 and 9,999.

2. Criteria

Preceding the selection of demonstration areas, a four-fold set of criteria was established to provide a rigorous and rational basis for selection.

a. The areas should be representative of a great number of areas in Lane County, in Oregon, and throughout the United States.

b. The areas should be diversified, and a variety of types were selected: a representative small city area; a rural-farm area; and a rural non-farm area.

c. The areas should be accessible, both geographically and in terms of program potential. For an effective program the project staff must have access to the target population.

d. Common patterns of problem behavior should exist within the areas. That is, youth problems in the demonstration areas should be common to those found in other regions of the country.

Material for assessing the representativeness and diversification of potential demonstration areas in Lane County was supplied in the study *An Ecological and Demographic Analysis of Selected Communities in Lane County, Oregon*. This study, conducted by Dr. Ted T. Jitodai, Assistant Professor of Sociology at the University of Oregon, (now Associate Professor at San Francisco State College) and Dr. Kenneth Polk, Project Research Director, consisted of an analysis of the overall population characteristics of Lane County and included data on; (a) Socio-economic factors, such as occupational distribution, income characteristics, amount of education; (b) Family factors, such as the number of both parents living with children, number of children, the extent to which mothers work, the number of married persons: and (c) Housing and residence characteristics pertaining to the amount of residential mobility, the amount of home ownership, and the extent of overcrowding and dilapidation.

The accessibility of areas was established through a series of interviews by the program staff with various agency personnel, local community officials, and influential citizens. This process yielded information relating to those areas where a program would be accepted by the given communities.

The patterns of problem behavior of areas were determined by an extensive examination of Juvenile Department records, covering a three-year period, and supplemented with other records from Law Enforcement, the Welfare Department, the Health Department, State Employment Service, and schools. These records served to indicate the nature and extent of delinquency and other youth problems that occurred in the various areas of the county.

3. Three Demonstration Areas

Once these three relevant pieces of background research were completed and assessed, the Youth Project staff prepared a report for the Lane County Youth Study Board that concluded with the recommendation of three areas for the location of demonstration projects. These were: (a) the southern portion of the city of Eugene which was considered to be characteristic of the diversity found in small cities; (b) Junction City, a dozen miles north of Eugene, which had the highest proportion (19%) of employed males engaged in farming in the county and demonstrated a complex of characteristics typical of a rural-farming community; and (c) Oakridge, approximately 45 miles southeast of Eugene on the Willamette River, representing a rural non-farm demonstration area. The major employment of the Oakridge labor force was in lumber, which engaged 40% of all employed males.

Table 3

Socio-economic Characteristics	Lane County	Eugene	Junction City	Oakridge
Per Cent White Collar Males	34	47	23	19
Median Income	$5,946	$6,267	$5,135	$5,984
Median School year completed	12.0	12.5	10.8	11.4
Per cent of males in Labor Force who are unemployed	04.9	04.3	06.5	07.1
Per cent of homes:				
In sound condition	81.8	84.8	87.1	86.5
Deteriorating	14.3	12.5	08.6	10.6
Dilapidated	03.8	02.7	02.5	02.8
Family Characteristics				
Per cent of population who are children	37.4	31.0	38.2	29.5
Per cent of children living with both parents	91.7	89.1	91.7	93.4
Per cent of women in Labor Force	31.5	35.8	29.4	29.0

Source: 1960 Census of Population

C. The Demonstration Areas

1. Eugene

The city of Eugene lies at the southern end of the Willamette Valley on the Willamette River. It is the county seat and by far the largest city in the county. The city, incorporated in 1846, has experienced steady growth and in the 1960 census surpassed Salem, the state capitol, to become the second largest city in the state with a population at that time of 51,000. There has been an even more rapid growth in the suburban fringe and in the town of Springfield, adjacent to Eugene, which has increased from 2,300 in 1930 to 21,000 in 1962.

Despite its rapid expansion, Eugene has managed to remain, for the most part, an attractive residential city. The older town is characterized by tree-lined streets and substantial single family dwellings, while the newer areas show only traces of tract home living more common to larger cities. The substandard and marginal housing that exists is generally scattered in large and small clusters throughout the city. There is a good city park system and progressive schools have been established. A new county courthouse and office building was completed in 1960, followed by the erection of a state office building. A new city hall recently constructed completes the basic elements of a unified civic center.

Eugene itself, as the center for hinterland of many thousands of square miles, has a highly diversified occupation structure. Forty per cent of its 20,000 labor forces are equally employed in service and retail trades. Another third of the work force is nearly equally divided among public education, the manufacturing of lumber and wood products, communications, and utilities. A lesser but significant proportion of employment is found in construction, finance, and wholesale trade.

The south Eugene demonstration area included the southern portion of the city and its suburbs. Within its confines were located the downtown business district, the University of Oregon, a major high school of 1,800 students and four "feeder" junior high schools. Its approximate population of 35,000 residents, less than 20% of the county total, contributed 40% of all delinquent referrals. Within its tract areas we found one of the highest median income groups in the community ($7,448); in another, the lowest ($4,549). A sizeable portion of the 2,500 new professional and technical jobs, 2,200 clerical workers and 1,800 skilled craftsmen needed for the Eugene labor market in the next five years[1] will have to be found in this area or Eugene's bright and promising future may never materialize.

Table 4

Employment in Eugene, 1960

Industry	Number	Per Cent
Service	4,017	20.0
Retail Trade	3,821	19.1
Public Education	2,665	13.3
Mfg: Lumber & Wood Products	1,986	10.0
Transportation - Communication - Utilities	1,705	8.5
Construction	1,087	5.4
Finance, Insurance & Real Estate	1,029	5.1
Wholesale Trade	1,002	5.0
Other Manufacturing	831	4.1
Public Administration	746	3.7
Mfg: Food Products	528	2.6
Industry Not Reported	391	2.0
Agricultural	197	1.0
Mining	19	0.1
Total Employed Labor Force	20,024	

Source: 1960 Census of Population

a. The School System

In the south Eugene demonstration area we found the largest high school in Lane County (1,800 students), four junior high "feeders" and 14 elementary schools. Total school enrollment runs to 8,200 and was increasing by over 500 students a year. One junior high school was added in 1962 and another was completed in September, 1964. This district has a taxable property value of $24,000 per student and expends approximately $575 per student in its operational budget.

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[1] Projection made in Lane County Labor Skill Survey, Oregon State Employment Service, a division of the Dept. of Employment, in cooperation with the U.S. Dept. of Labor, Eugene, Oregon.

In this large school district, the school board operated more in the traditional corporate sense, relying more heavily on the administrative personnel for the information required to develop the legislative programs for the district. Operation of the schools was the responsibility of the superintendent and his administrative staff. One fundamental difference between this and the other two school districts in our demonstration areas was that the central office operation had a series of special departments headed by specialists in the various areas of school operation. In the central office, we would find the curriculum specialist, the business office, physical plant planning, transportation service and other related services. What is carried on personally by the superintendents of the small districts becomes departmentalized management operations in the larger Eugene District.

b. South Eugene Adolescents

(1) Diversity of parental socio-economic levels was reflected in the adolescent population of this demonstration area. A 50-50 split existed between white collar and blue collar employment; one quarter were employed as major professionals, minor professionals, higher executives, etc.; a third were employed as skilled and semi-skilled workers or machine operators.

(2) There was a general level of good academic performance and interest in the South Eugene adolescents and a strong orientation to college with an important proportion of the population feeling less than adequate to the normal academic performance and interest level. Fifty per cent were taking college prep courses in school and over 80% planned to attend college, but a third felt that they were not doing too well in school; nearly 15% had a modal grade of "D" or "F."

(3) The school played an important non-academic role for a large segment of adolescents by providing the means for social development and extra-curricular participation. Half of these students had belonged to one or more in-school clubs, organizations, or associations.

(4) Stable, intact homes of two-and three-children families characterized this demonstration area population. The natural family was intact in 80% of the homes; 10% were rent by divorce or separation; the remaining 10% had one or the other of the parents dead.

(5) The greatest majority of adolescents in the south Eugene demonstration area resided in or adjacent to the city proper. Approximately 91% of the adolescents lived in town or in suburbs.

(6) Adolescents in this area spent considerable time at home and in the company of their parents, but seemed to split between peer group identification and loyalty to the identification with parents. (There was a 50-50 split reported by the adolescents on which was hardest to take - the parents' disapproval or breaking with a friend.)

(7) In-school adolescent relationships focused on popularity based on personal leadership qualities, the possession of a car, and an ability to stir up excitement. Being a leader in activities or athletics was considered status-conferring (by 80%); having one's own car was also important in adolescent relationships (by 60%); and stirring up a little excitement was also ranked high by these adolescents (by 53%).

2. Junction City

Junction City is a farming-trade community 13 miles north of Eugene. It is situated on flat land in the upper Willamette Valley, with the closest hills several miles away. In comparison with other towns in Lane County, Junction City has been a slow-growing, stable community due in great part to the firm agricultural base of its economy. Its population has increased by only a few hundred in the past ten years, with the growth occurring in areas other than agriculture, which is an ever-decreasing market for employment. Incorporated in 1872, it is one of the few Oregon towns with a pronounced ethnic flavor, in this case, Swedish and Danish. The Scandinavian Festival Association sponsors an annual summer pageant which is a high point in the town's social life.

The farms around the town are of two distinct types. Rich river-bottom land with an average farm size of 60-70 acres is cultivated for sweet corn, beans and other garden truck, strawberries and cane, as well as orchard fruit and nuts. Farther from the river on farms of 200 to 1,200 acres, grain crops are the most common. There are a number of dairies in this area along the river, and much of the milk for the Eugene complex is produced here, although the processing is done in Eugene.

The business district has changed very little in the past decade. While the population has increased somewhat, Eugene's nearness has made it a growing attraction for shipping purposes and prevented any corresponding increase in Junction City's local business. A significant proportion of the community is, however, employed in the retail trades and lumber industry in and around Eugene.

Table 5

Employment in Junction City, 1960

Industry	Number	Per Cent
Mfg: Lumber and Wood Products	346	25.4
Retail Trade	270	19.8
Agricultural	261	19.2
Service	148	10.9
Construction	76	5.6
Industry Not Reported	72	5.3
Public Education	55	4.0
Transportation - Communication - Utilities	37	2.7
Wholesale Trade	32	2.3
Public Administration	23	1.7
Mfg: Food Products	20	1.5
Other Manufacturing	16	1.2
Mining	04	0.3
Total Employed Labor Force	1,360	

Source: 1960 Census of Population

The incorporated areas of Junction City alone register 20% of the male labor force in farming. Thirty-four per cent of the students in the senior high school, which draws from the entire area, reported they live on a farm. In a farm economy with declining employment opportunities, this means that both successful and unsuccessful high school achievers must look to areas not within range of their present knowledge or experience for productive adult occupations.

Junction City, like many rural-farm communities, is lower in economic status than the county average, has a more stable population in terms of length of residence, and has fewer males in white collar occupations. In these and many other important ways, Junction City seems typical of thousands of small farming communities throughout the northern United States.

a. Junction City Schools

The Junction City school system, mirroring the community at large, has served a relatively stable population. Within its 160 square miles are found four elementary schools (grades 1-6), one junior high school (grades 7-9), and one senior high school (grades 10-12). Total school enrollment in 1962-63 was approximately 1700 students. In 1962-63, the district had a property value of $22,000 per student which was average for the schools of the area, and expended $550 per student for the general operations of its schools.

Responsibility for the conduct of education in the district resided in an elected seven-man Board of Directors. As the district governing body, it established a philosophy of education, developed educational plans, provided (through the budgetary procedures) the funds necessary to carry out the educational plans, and employed the necessary staff.

The Superintendent of Schools was the chief school employee and was delegated the actual responsibilities of advising the Board on all matters pertaining to the philosophy, planning, and budgeting for the district, of employing staff, and of implementing the educational program plans. In this district, the school principal was given considerable autonomy in the detailed organization and operation of the school, provided he observed the state laws and complied with the philosophy and general educational plans of the Board of Directors. The educational plans of the district were developed and coordinated by the Superintendent in a close working relationship with the school principals.

The Junction City schools and personnel of the schools took an active part in community programs, civic groups, and other community projects. The local P.T.A. functions most actively at the elementary level. Community groups had supported school programs including budget and bond election. The schools themselves were partially used as community centers with limited programs mostly of the "hobby" type.

b. Junction City Adolescents

(1) The parents of adolescents in this area provide the typical socio-economic structure found in so many rural small city areas. Less than one quarter of the youths' fathers had white collar employment and only 3% were major or minor professionals, higher executives, etc. Fifteen per cent of the fathers dedicated full time to farming and skilled and semi-skilled occupations.

(2) A good level of academic performance, orientation to academic interests and college, with some feelings of dissatisfactions towards the school itself, was found in this adolescent population. Nearly half (46%) of the students were taking college prep courses and two thirds planned to attend college; 20% were taking vocational and commercial courses.

(3) Junction City adolescents were more actively involved in school-related activities and extra-curricular organizations than either of the other two demonstration area adolescents. Nearly three quarters (73%) belonged to one or more in-school clubs, organizations, or associations. Slightly over one quarter (26%) held offices in one or more of these clubs or organizations.

(4) Stable, intact homes of two-to five-children families characterize this demonstration area population. The natural family was intact in 81% of the homes; 13% were rent by divorce or separation, with 6% having one of the parents dead.

(5) Junction City adolescents demonstrated diversity in areas of residence. One third of the adolescents lived in town and its suburbs; 40% lived on farms; 28% lived in the country, but not on a farm.

(6) Typical Junction City adolescents appear more integrated into home and family life and spend more time with parents than do the adolescents from the other two demonstration areas. There was nearly a 50-50 split among the adolescents in their opinion on whether parents' disapproval was more difficult to take or breaking with a friend.

(7) Popularity, a car, and non-specific leisure time activities constitute the core of values and behaviors for these adolescents. Being a leader in activities or athletics is considered status-conferring (by 76%), stirring up a little excitement (by 69%), and the possession of a car (by 40%) was also important in adolescent relationships.

3. Oakridge

Oakridge, 43 miles southeast of Eugene, is situated in a narrow valley of the middle fork of the Willamette River and is surrounded by rugged and beautiful fir-timbered hills.

The census figures for Oakridge showing a 1962 population of 2,165 compared with 1,572 in 1950, are apt to be misleading since an adjacent area along the highway known as Willamette City has a population of 1,800. This area was annexed to Oakridge in 1966. The Willamette City district is in effect a part of Oakridge and is in the same school system. This population, plus that of other adjacent areas brings the total to 5,500 people in the demonstration area.

The business district of Oakridge is divided into two distinct parts, one on the north side of the Southern Pacific Railroad tracks, the other a "strip" developed along the highway south of the tracks. This situation is symbolic of the history of the town. The pre-World War II population consisted of railroad employees, loggers, and a few tradesmen and ranchers. In the 1940's, two large lumber mills were established in the area and these have provided the major sources of permanent employment since that time. At present, over 1,000 jobs are provided by these two mills and over 40% of the labor force in Oakridge is employed.

The history of Oakridge has been a series of ups and downs with comparative booms in 1924 (the railroad), 1950 (a 47-million dollar dam project), and 1960 (a new lumber mill). The town has recently gone through a slack period, but a new 3-million dollar chipboard mill suggests another upturn. Significantly, the mill is highly mechanized and will provide jobs for only 50 employees.

Table 6

Employment in Oakridge, 1960

Industry	Number	Per Cent
Mfg: Lumber and Wood Products	889	44.1
Construction	255	12.6
Retail Trade	243	12.0
Service	149	7.4
Industry Not Reported	148	7.3
Transportation - Communication - Utilities	132	6.5
Public Education	98	4.9
Public Administration	44	2.2
Other Manufacturing	28	1.4
Agricultural	15	0.7
Mining	08	0.4
Wholesale Trade	08	0.4
Total Employed Labor Force	2,017	

Source: 1960 Census of Population

The tourist business is rapidly increasing in importance in this area. The scenic beauty and recreational potential of the Oakridge area are great, but the latter is virtually undeveloped. Its future development is necessary to supplement lumber production in providing a future for the town.

a. Oakridge Schools.

Oakridge schools, servicing an area of 650 square miles of mostly uninhabited mountainous terrain, consisted of two elementary schools, one junior high school, and a senior high school of slightly less than 300 students. The school district itself draws from both Oakridge and Willamette City, (the adjacent area along the highway), and the district enrollment for 1962-1963 was a little over 1,000 students. Taxable property value amounted to $32,000 per student which was considerably above the average. An expenditure of $602 per student was made to support the educational programs in the schools. This, too, was above the area average of $575 per student.

The schools were organized under a five-member Board of Directors. This board, as was the case in the other districts, was a governing body charged under the laws of the state to operate the local school system. It was responsible for establishing the educational plan for the schools and providing funds for the operation of the schools. In practice nearly all of the policies, plans, and operations of the school board were the result of recommendations made by the Superintendent of Schools and his staff. The Superintendent, referred to as the educational leader in the community, translated the desires of the community as expressed by the Board into a workable educational program, and, conversely, attempted to interpret the educational needs of the schools to the people and to the Board of Directors.

The school and members of the school staff, for the most part, had enjoyed excellent community acceptance. Programs that required community support for success had been able to gain this support. A community-backed scholarship program, organized by school leaders, was an example of the willingness of the community to support worthwhile community projects. Participation of the staff in community organizations and projects had served to strengthen this position. Meetings, special programs, and recreational activities were regularly scheduled in the schools which, thereby, serve in part as community centers.

b. Oakridge Adolescents

(1) Reliance on the basic extraction of lumber and construction industry in Oakridge area was visible in the general socio-economic level of its population. Approximately one sixth of the parents of the adolescents were employed in white collar occupations and slightly less than 60% in skilled or semi-skilled manual occupations. Less than half (47%) of the fathers had a 12th grade education and 13% had graduated from college.

(2) Adolescents in this area coupled a general dissatisfaction with the school community and school system with a general level of good academic performance and interest and reported a strong orientation to college. An important proportion of this population, however, felt less than adequate in its academic performance and professed little or no interest in the academic world. One third were taking college prep courses and nearly three quarters (72%) were planning to go on to college; nearly 60% were taking vocational, general or commercial courses.

(3) The school played an important non-academic role for a large segment of adolescents by providing means for social development and extra-curricular organizational participation. Slightly more than half (56%) belonged to one or more in-school organizations. Nearly a quarter (22%) held offices in such organizations.

(4) Relatively stable, intact homes of three-and four-children families characterized this demonstration area population. The natural family was intact in over three quarters of the families (76%); 5% were rent by divorce or separation, with 16% having one or the other parent dead.

(5) Equal proportions of natives and non-natives to the state, a higher mobility rate than the other two demonstration areas, and town residents were reflected in the Oakridge area. The majority (86%) of the adolescents lived in town or its immediate environs. The remaining (14%) lived on small farms or in the country.

(6) Normal periods of contact with family, parents and siblings were reported by adolescents in this demonstration area. Ambivalence existed between identification with parents and peers. There was reported to be a slightly stronger identification with their peer group friends than with their parents. Over half (55%) indicated it was harder to break with their friends than to take their parents' disapproval.

(7) Typical in-school adolescents were prone to evaluate their peers in terms of school-related qualities and less in terms of the possession of a car or the ability to stir up excitement. Status-conferring characteristics revolved around being a leader in activities or athletics (77% so responding), the possession of high grades (61%) and having a car (50%).

D. Summary

In general, both the type and the style of activity typically found among adolescents in these areas varied little from community to community. The patterns of behavior, involvement in school activities, and extracurricular and leisure time activities were comparable for small city, farm, and non-farm adolescents.

The community settings and total style of life in which these behaviors were cast, however, contribute significantly to differential perspectives about the "real world." In one instance, the diversity of the occupational structure of Eugene promotes a greater understanding of the complexity of urban occupational structures than does the farm-based occupational structure of Junction City or the logging-construction occupational structure in

Oakridge. Distances, too, play a part in terms of the accessibility to wider social perspectives. Junction City adolescents, in this case, had more opportunity to observe and interact in the urban-type environment of Eugene than did Oakridge adolescents. With respect to these three areas, then, Eugene was a more urban community than either Junction City or Oakridge.

II. The Development of a Project Rationale

A. Introduction

As we look at the problems found in these non-metropolitan communities, we do so knowing that we are becoming an increasingly urban nation. Since 1890, when roughly one-third of our population lived in cities, there has been a steady urbanizing trend so that by 1960 slightly over two-thirds (69.9 per cent) of the population of the United States resided in urban areas. Without questioning the clear implication of this trend, some cautions can be offered in the interpretation of these data. The U.S. Census defines an area as urban if it contains more than 2,500 persons, so that a large number of persons classified as urban residents reside in small cities whose size ranges from 2,500 to 50,000. When the proportion of residents in these small cities, 33.7 per cent of the nation's total population, is added to the 30.1 per cent who reside in rural areas, it can be seen that while we are an urban nation, this does not mean that our population is concentrated in the major cities of the United States.

In addition, the growth of the urban population is not a result of an increase in population in the largest cities. The proportion of the population residing in cities over one million has actually declined since 1930 (from 12.3 per cent then to 9.8 in 1960). Further, the proportion of the individuals living in cities of 50,000 or over has remained relatively stable since 1930. In that year, the proportion of individuals living in medium to large cities, i.e., in cities over 50,000, was 34.9, in 1940 it was 34.4, in 1950 35.7, and in 1960 it rose slightly to 36.2.[1] The great increase in the urban population that has occurred in recent years; in other words, it is to be accounted for in the growth of small rather than large cities.

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[1] Census of Population: 1960, Vol. 1, Characteristics of the Population; Part A: Number of Inhabitants. Washington, D.C.

While it is true that many of these growing cities are satellites to large metropolitan centers, they nonetheless will exhibit patterns of youthful deviance which in all probability are different from those found in the slums of the urban centers. The Lane County Youth Project realized that the organization of deviance, and the organization of the community itself, was different enough so that community action taken to prevent or control such behavior in these non-metropolitan areas, as well as in more rural settings, would require a different focus and strategy than that enunciated for the larger metropolitan communities.

1. Delinquency in Non-Metropolitan Areas: A Description

Delinquency is not evenly distributed throughout the United States. Rural areas typically report a lower incidence of juvenile deviance. 1964 figures on delinquency released by the U.S. Children's Bureau, for example, show that in 1963 the rate of delinquency (per 1,000 child population) was 10.3 in rural areas, compared with 22.6 in "semi-urban" and 31.8 in urban areas.[1]

However much lower the rates of deviance might be in non-metropolitan areas, they still reflect the presence of a problem of public concern. Recent evidence suggests that even in non-metropolitan communities as many as one in five youngsters is delinquent sometime before he reaches adulthood.[1] The lower rates, in other words, should not blind us to the fact that large numbers of individuals do engage in delinquent activities outside megalopolis.

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[1] Juvenile Court Statistics - 1963, Washington, D.C.: U.S. Children's Bureau, 1964, p. 11.

Considerable evidence has been amassed showing that non-metropolitan delinquency differs in character as well as incidence. Earlier studies of delinquency have suggested that rural youth in general commit offenses of a less serious nature than their urban counterparts. In his study of youth in a state institution in Wisconsin, Lentz reports that rural boys more often than urban boys were institutionalized for offenses such as nominal burglary and "general misconduct," but less often for the more serious offenses such as auto theft and serious burglary. There were no substantial differences between the groups in their commission of sex offenses, theft, and truancy.[2]

Similar findings emerge from the "self-report" study of public school youth in Illinois conducted by Clark and Wenninger. In comparing youth from different kinds of community environment, they find that rural youth differ very little from urban youth in the extent to which they confess to minor theft, and telling of lies, loitering, beating up other youngsters without specific reason, and use of narcotics (rare in all groups) and arson (also rare). In contrast, rural-farm youth engage less, according to Clark and Wenninger, in such activities as major theft, consumption of alcohol, taking money on the pretence that it would be repaid, and skipping school.[1]

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[1] Current studies in Lane County, Oregon, indicate that among male graduates of 13 small cities and rural high schools in Lane County, approximately 19.5 per cent have had at least one delinquency referral to the juvenile court. This is comparable to estimates of John C. Ball, _et al_., "Incidence and Estimated Prevalence of Recorded Delinquency in a Metropolitan Area," _American Sociological Review_, 29 (February, 1964), pp. 90-93.

[2] William P. Lentz, "Rural-Urban Differentials and Juvenile Delinquency," _Journal of Criminal Law, Criminology, and Police Science_, 47 (October, 1956), pp. 331-339.

Not only are the acts less serious, but, as we might expect, one uniform finding is that delinquency youth from non-metropolitan areas are much less sophisticated in their delinquencies than are the urban boys. Clinard has found that rural offenders do not exhibit the characteristics of a definite criminal social type as defined by (a) an early start in criminal behavior, (b) progressive knowledge of criminal techniques and crime in general, (c) crime as the sole means of livelihood, and(d) a self-concept of being a criminal.[2] Partial support for these findings is contained in the work of Lentz who reports that rural offenders were less likely to be repeat offenders and that they displayed much less knowledge of criminal practices in the commission of their offenses.[3]

Among rural youth, the existence of a distinct criminal or delinquent subculture is reported only rarely. In his early study of rural criminal offenders, Clinard finds a comparative absence of gangs in the life histories of his subjects; even where companions are noted, usually only two or three persons rather than a gang are involved.[1] Lentz reports that 52 per cent of the rural boys compared with only 16 per cent of urban boys in Wisconsin were lone offenders. Further, 22 per cent of rural boys compared with 87 per cent of urban boys were members of gangs which were known to be composed of delinquent boys.[2]

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[1] John P. Clark and Eugene P. Wenninger, "Socio-Economic Class and Areas as Correlates of Illegal Behavior Among Juveniles, "American Sociological Review, 27 (December, 1962), pp. 826-834.

[2] Marshall B. Clinard, "Rural Criminal Offenders," American Journal of Sociology, 50 (July, 1944), pp. 38-50.

[3] Lentz, op. cit.

2. Non-Metropolitan Delinquency: The "Locking-out" Process.

While this descriptive information is useful in providing some understanding of the general nature of the delinquency problem in non-metropolitan communities, such as Lane County, development of a program depends much more on an understanding of the forces within the communities that generate this behavior. Of many possible relevant factors, sociologists have long been concerned with the importance of social class position in the development of delinquency. Cohen and Cloward and Ohlin have argued persuasively that the delinquency observed in urban areas arises out of the peculiar problems of adjustment faced by working class youth.[3] Empirical studies of delinquency suggest the relevance of this variable in rural and small city areas as well. In the River City study, for example, it is reported that a great majority of delinquencies among males, and all the delinquency observed among females, occurs in the lower social class groupings.[4]

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[1] Marshall B. Clinard, "The Process of Urbanization and Criminal Behavior," American Journal of Sociology, 48 (September, 1942), pp. 202-213.

[2] Lentz, op. cit.

[3] Albert K. Cohen, Delinquent Boys, Glencoe: The Free Press, 1955; and Richard A. Cloward and Lloyd E. Ohlin, Delinquency and Opportunity, Glencoe: The Free Press, 1961.

[4] Robert J. Havighurst, et al., Growing up in River City, New York: John Wiley, 1962.

In addition to the economic theme which runs through accounts of non-metropolitan delinquency, there is also a theme having to do with school adjustment. Again in the River City study, Havighurst and his associates report that all of the youth who had committed "serious" delinquencies in their population, and well over three-fourths of those commiting "moderately serious" offenses, were individuals who had withdrawn from school before graduation.[1] In his analysis of delinquency in a small city, Polk reports not only a close link between school non-achievement and delinquency, but also that when academic grade level is held constant any relationship between social class and delinquency virtually disappears.[2] This suggests that there may be occurring over time a shift in the role that social class plays in the life of an individual, so that the predominate relevance of economic status noted in the small town studies by Hollingshead in the early 1940's may be eroded to some degree by an emerging search for talent and a consequent increase in emphasis placed on achievement.[3] Cicourel and Kitsuse had suggested the importance of a specific dimension regarding the changing function of the school, namely, the preparation of youth for college:

> The differentiation of college-going and non-college going students defines the standards of performance by which they are evaluated by the school personnel and by which students are urged to evaluate themselves. It is the college-going student more than

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[1] Ibid.

[2] Kenneth Polk and David Halferty, "Adolescence, Commitment, and Delinquency," Journal of Research in Criminology, 3 (July, 1966), in press.

[3] A.B. Hollingshead, Elmtown's Youth. New York: John Wiley, 1949.

his non-college-going peer who is continually reminded by his teachers, counselor, parents, and peers of the decisive importance of academic achievement to the realization of his ambitions and who becomes progressively committed to this singular standard of self-evaluation. He becomes the future-oriented student interested in a delimited occupational specialty, with little time to give thought to the present or to question the implications of his choice and the meaning of his strivings. [1]

It is within the framework that the functional relationship between class background and school behavior may be changing:

> ...we suggest that the influence of social class upon the way students are precessed in the high school today is reflected in new and more subtle family-school relations than the direct and often blatant manipulation of family class pressure documented by Hollingshead.... Insofar as the high school is committed to the task of identifying talent and increasing the proportion of college-going students, counselors will tend to devote more of their time and activities to those students who plan and are most likely to go to college and whose parents actively support their plans and make frequent inquiries at the school about their progress--namely, the students from the middle and upper social classes. [2]

Such a view emphasizes the role of the school in the life of the individual, and focuses us on the question of the consequences that accrue to those who are unable to achieve within that system. Vinter and Sarri have pointed out that the school has a multitude of punishments which it can mete out to the malperforming youngster.[3] In "Valley City," Call reports that delinquent youth not only were likely to do poor academic work, but they were less likely to participate in school activities and more likely to see themselves as outsiders in the school setting. [4]

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[1] Aaron V. Cicourell and John I. Kitsuse, The Educational Decision-Makers, New York: Bobbs-Merrill, 1963, p. 146.

[2] Ibid., pp. 144-145.

[3] Robert D. Vinter and Rosemary C. Sarri, "Malperformance in the Public School: A group Work Approach," Social Work, 10 (January, 1965), pp. 3-13, espec. p. 9.

[4] Donald J. Call, "Delinquency, Frustration, and Non-Commitment," unpublished Ph. D. dissertation, University of Oregon, Eugene, Oregon, 1965.

For such youth the future, including employment, begins to take on a different meaning. If they lack an orientation to the future, and appear unwilling to defer immediate gratifications in order to achieve long-range goals, it may be that they see fairly clearly that for them there is little future. Pearl suggests that such youth:

> ...Develop a basic pessimism because they have a fair fix on reality. They rely on fate because no rational transition by system is open to them. They react against schools because schools are characteristically hostile to them. [1]

The hostility engendered is not simply individual hostility. While a professional criminal culture may not exist in non-metropolitan areas, there seems to occur a "trouble-making" subculture which may have its roots in the locking-out process of the school. Such an interpretation is not inconsistent with the observations of Empey and Rabow in a small city in Utah:

> Despite the fact that Utah County is not a highly urbanized area when compared to large metropolitan centers, the concept of a "parent" delinquent subculture has real meaning for it. While there are no clear-cut gangs, per se, it is surprising to observe the extent to which delinquent boys from the entire county, who have never met, know each other by reputation, go with the same girls, use the same language, or can seek each other out when they change high schools. About half of them are permanently out of school, do not participate in any regular institutional activities, are reliant almost entirely upon the delinquent system for social acceptance and participation. [2]

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[1] Arthur Pearl, "Youth in Lower Class Settings," in M. Sherif and C. Sherif, Problems of Youth, New York; Aldine Press, pp. 89-109.

[2] Lamar T. Empey and Jerome Rabow, "The Provo Experiment in Delinquency Rehabilitation," American Sociological Review, 26 (October, 1961), pp. 674-695.

Call presents evidence from a small city in Oregon which suggests that delinquent youth not only are more likely to spend their spare time with friends, but that their friends are much more likely to lie outside the school system.[1] Polk's factor analytic study suggests that delinquency fits into a pattern of rejection of commitment to school success accompanied by a concomitant involvement in a pattern of peer rebellion against adults.[2] Pearl expresses the role such processes play in enabling youngsters to cope with the "locking-out" process:

> A limited gratification exists in striving for the impossible and as a consequence peer youth create styles, coping mechanisms, and groups in relation to the systems which they can and cannot negotiate. Group values and identifications emerge in relation to the forces opposing them.[3]

The point of this discussion is that these youth are not passive receptors of the stigma that develops within the school setting. When locked out they respond by seeking out an interactional setting where they can function comfortably. The fact that the resulting subculture has built-in oppositional forces becomes an important aspect of the delinquency problem encountered in a community. We deal not with isolated alienated youth, but with a loosely organized subculture which provides important group supports for the deviancy observed. Individualized "treatment" aimed at such youth which does not take into account the importance and functioning of the group supports within this culture can have limited, if any, impact. What is needed is an approach that will counteract the system processes which generate this subcultural response.

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[1] Call, op. cit.

[2] Polk and Halferty, op. cit.

[3] Pearl, op. cit.

3. The Situational Matrix of Non-Metropolitan Youth

a. Change in the World of Work.

The full plight of the delinquent and malperforming student in the non-metropolitan community can be understood only when the problem is cast against its economic backdrop. The urbanizing trend in the United States is accompanied by a set of processes related to industrialization which have a profound and dramatic impact on rural youth in general, and the delinquent in particular. None is more basic than the changing work world. On the one hand, there has been a drastic reduction in the decline for agricultural labor. Since the turn of the century, the proportion of the labor force engaged in agricultural work had declined from 37.3 to 6.0 per cent in 1960. Especially dramatic is the fact that the actual size of the labor force engaged in agriculture was more than cut in half between 1940 (when 8.9 million persons were employed in agriculture) and 1960 (4.1 million so employed.)[1]

Cross-cutting this trend is the decline in the demand for unskilled labor. Automation is taking an ever-increasing toll of unskilled occupations. Not only is the non-metropolitan worker squeezed out of agricultural jobs, in other words, but alternatives at the same skill level are increasingly unavailable.

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[1] Census of the Population: 1960, Vol. 1, Characteristics of the Population; Part A: Number of Inhabitants. Washington D.C.: U.S. Department of Commerce, Bureau of the Census, pp. 1-14.

b. Rural-to-Urban Migration

Another factor affecting the situation of the non-metropolitan youth is the high probability of geographic mobility. One person in every four now lives in a state other than the one in which he was born[1] and nearly one American in five changes his residential address every year.[2] Such internal movement in the American population over the past 75 years has not been a random phenomenon and appears to press particularly hard on the rural-farm population. The fact of steady migration from rural areas to large urban centers has been well-documented. It has been estimated that a net migration of 2,000,000 farm males who were five years of age or older in 1960 will occur during the 1960-1970 decade. This means that only three out of five farm males in 1960 who survive to 1970 will be on the farm by the end of that decade.[3]

The impact of rural migration is now reaching its apex. In the 1950-1960 decade, 8.6 million persons migrated from farm areas. This rural-to-urban migration involves more people than those of the peak years of the great migrations to this country.[4] Two-thirds (5.8 million) of the farm migrants in the 1950-1960 decade were under 20 years of age.[1] In the western United States, two out of every three males in the 15-24 age category in 1960 might be expected to leave the farm over the next ten years.[2] The great majority of these youth will migrate to large metropolitan centers.

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[1] A Place to Live: The Yearbook of Agriculture, 1963. U.S. Department of Agriculture, Washington, D.C., 1963, p. 10.

[2] Bureau of Census, Mobility of the Population of the United States, March 1960 to March 1961, U.S. Department of Commerce, Washington D.C., 1962.

[3] "Unemployment prospects for rural communities," G.S. Tolley, Report no. 36, National Conference on Problems of Rural Youth in a Changing Environment, Stillwater, Oklahoma, September 1963, p.9.

[4] A Place to Live: The Yearbook of Agriculture, 1963, op. cit., p.15.

It is also well documented that the typical rural migrant is not able to compete successfully with urban residents for employment in metropolitan centers since, in general, he is disadvantaged economically, educationally, socially, and culturally. Considerable evidence points to continuing differences between educational systems serving rural and urban children and youth. Non-metropolitan high schools have given little attention to the task of preparing youth for entrance into a metropolitan world, especially with regard to employment.[3] Particularly acute inadequacies in rural education are found in such areas as occupational exploration and guidance, and in general educational background for later specialized occupational training in post-high school centers or actual job placement.[4]

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[1] Ibid., p.31.

[2] C.E. Bishop and G.S. Tolley, Manpower in Farming and Related Occupations, prepared for the President's Panel of Consultants on Vocational Education, July 1962, pp. 15-16.

[3] See Lee G. Burchinal and James D. Cowhig, "Rural Youth in an Urban Society," Children, Vol. 10, 1963, pp. 167-172, and Education for a Changing World of Work, Report of the Panel of Consultants on Vocational Education, U.S. Department of Health, Education, and Welfare, Washington D.C., 1963, pp.116-118.

[4] Gerald B. James, "Vocational and technical education at the post-high school level for rural youth," paper read at the National Conference on Problems of Rural Youth in a Changing Environment, Stillwater, Oklahoma, September 1963 p.1.

In addition to differences in quality of education, urban persons derive many benefits from simply having grown up in the centers where they will compete for jobs. Non-metropolitan youth, by virtue of having lived in less complex social systems, are not familiar with the routine problems of working and living in cities.[1] This is the first component of a "split-level infirmity" which exists for non-metropolitan entrants into an adult world of work. They are literally being pushed out of farm labor and off the farm, but, upon migration, find they are ill-equipped to compete successfully with urban dwellers for industrial jobs in an alien urban environment.

Changes in the world of work and these migration trends pose a challenge for non-metropolitan communities that becomes especially relevant for the malperforming youth. Innovative educational programs are needed which direct themselves to the two-pronged problem of improving the ability of youth to contend with the urbanizing world at the same time that steps are taken to reverse the "locking-out" process that characterizes the community's response to youthful deviance.

c. The Limited Resources Problem

The challenge for community action emerges quite directly from analysis of non-metropolitan youth and delinquency. The limitation of financial resources common in non-metropolitan communities, however, is a factor which restricts the ability to respond to this challenge. There are a number of factors which account for these limitations. First, non-metropolitan populations are more likely to be poor. Close to half (44.9 per cent) of the residents in communities with populations under 2,500 make less than $3,000 a year.[1] (Over seventy per cent of the poor persons in the United States reside outside metropolitan centers.) This will affect the ability of communities to respond to the problems we are posing since a large poor population in the community means by definition that there are fewer resources to cover a larger dependent population. Second, the per capita costs for non-metropolitan programs tend to be greater since the service must be spread over a wider area, yet depend upon a smaller population base, at the same time the population base may be shrinking (as is true in rural areas).[2] Third, there is a clear pattern which indicates that the likelihood of receiving service is a function of community size, i.e., the larger the community, the more likely funds will be provided for social services. It has also been estimated that the per pupil expenditures for school in rural areas are roughly two-thirds those found in urban areas.[3] In the area of mental health, despite the fact that roughly 30 per cent of the nation's population is in rural areas, only 4 per cent of the mental health clinics offering service to children are found in rural areas, and less than two per cent of the clinic man-hours are expended for children and youth in rural areas.[1]

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[1] See Lee G. Burchinal and Ward W. Bauder, "Adjustments to the New Institutional Environment," 1964 (mimeo), and Lyle W. Shannon, "Occupational and Residential Adjustments of Rural Migrants," Labor, Mobility, and Population in Agriculture, Iowa State University Press, 1961, pp. 122-123.

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[1] These figures for 1960 were compiled by Frank T. Bachmura and John H. Souther, "Economic Bases and Potential of Rural Communities," by Lee G. Burchinal, editor, Rural Youth in Crisis: Facts, Myths, and Social Change, Washington, D.C.: U.S. Department of Health, Education, and Welfare, Office of Juvenile Delinquency and Youth Development, pp. 19-34, p. 23.

[2] Ibid.

[3] Walter H. Gaumitz, Selected Indexes of Rural School Finance in the United States, 1955-56, Washington, D.C.: U.S. Department of Health, Education, and Welfare, Office of Education, Circular Number 566, 1959.

B. The Development of a Project Plan

During the planning period in 1962 and 1963, the staff of the Lane County Youth Project, working with personnel from agencies in the community, considered various factors which appear to generate the problem of delinquency in this hinterland setting. As a consequence of their work, a project plan was developed consisting of the following elements:

1. Educational Programs

Fundamental changes were seen as required in the education of hinterland youth as a result of basic shifts taking place in our society, including such trends and conditions as the decline in the number of persons employed in extractive industries, the decline in the demand for blue-collar skills, migration from rural to urban areas, and the scarcity of educational resources in the hinterland. Educatinnal programs were seen as needed which would give these youth some stability in a changing economic world.

a. A basic component of the educational plan developed for the demonstration area schools had to do with curricula and methods change. In part, this required planning and research so that school-based curriculum and methods planning committees were to be formed, and a University-centered Curriculum and Methods Development Center established. Some curriculum needs could be translated directly into programs. There was need for a work-orientation program for non-college bound youth. This program was to be an integrated program spanning the junior and senior high school years, consisting of four flexible stages: (1) world of work orientation, (2) skill orientation and basic skill training, (3) work-experience, and (4) pre-technical training. In addition, special methods were needed for the educationally disadvantaged, including the use of enrichment teachers at the elementary level and special group resource teachers at the secondary level.

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[1] Carol L. McCarty and Beatrice M. Rosen "Mental Health and Mental Health Services in Rural Communities," in Burchinal, ed., Rural Youth in Crisis, op. cit., pp. 207-217.

b. Identification, testing, guidance, and counseling were also to be developed. Effective intervention for the problems of disadvantaged youth were maximized by early identification procedures. Furthermore, proper orientation to contemporary problems required development of counseling and guidance procedures which could provide effective educational, vocational, and personal guidance.

c. Training of education personnel was viewed as a necessary part of the overall project effort. The goals and approaches of this project were new, and required extensive support and knowledge from participating teachers and staff. The function of the training program was to provide the orientation and training necessary for success of Project education efforts.

2. Youth Employment Programs

Lane County Youth Project data about youth employment, dropouts, and future employment opportunities for youth indicated the need for a special youth employment program in Lane County. To meet this need, a program was designed to improve the employment potential of the unemployed and under-employed youth in the age group 16 through 21 in the three demonstration areas in Lane County. This program consisted of a Youth Employment Training Center Program providing the following services:

a. Identification and recruitment of out-of-school youth between the ages of 16 and 22 who were unemployed
b. Intake, plus testing, counseling, and guidance as indicated
c. A variety of training programs tailored to needs of trainees, including work orientation and basic work skills training
d. Job development and employment placement as needed
e. Trainee follow-up and evaluation

The objectives of the Youth Employment Training Center Program, carried out by the Center and with the cooperation of existing public and private agencies and organizations, were the following:

a. To develop on an experimental and demonstration basis a program which would enable unemployed hinterland youth to become knowledgeable about the "world of work," particularly the urban work world.

b. To develop programs to assist these youth in selecting occupations which would provide them economic stability in a changing environment.

c. To provide demonstration training programs which would give hinterland youth specific skills which are marketable in the world of tomorrow as well as today.

d. To analyze and demonstrate techniques which would offer youth effective "channels" into the labor market, particularly those channels which would enable the youth to remain in the labor market.

e. To experiment and demonstrate effective recruitment, training and placement methods and to offer model programs from which other communities could extract components which would meet the needs of their own out-of-school youth, both those unemployed as well as those currently unemployable.

The Center program was designed to offer programs not currently available to unemployed out-of-school youth. The Center program was supplemented by existing community programs, "regular" institutional occupational training programs which were being sought and obtained from Manpower Development and Training Act funds and a MDTA remedial skills training program. These new MDTA programs were developed by the Employment Service and Vocational Education Personnel with the encouragement and assistance of the Youth Project Staff.

3. Community Agency Programs

One feature of modern society is its recognition of the need of special services for its members. Some services (such as public education) are designed for the general population; others only for portions of the population. Other components of the Project called for a variety of services that represent "opportunity extensions" for certain groups of individuals. These education, youth employment, and community development programs represent "a first line of defense" against serious social problems. The special agency-related programs were seen as essential for certain individuals and families who, for various reasons, could not be helped solely by increased general opportunities.

Two types of programs were to be offered: programs involving direct services to individuals; programs for the purpose of improving agency services. The interdependence of these two types of programs dictated that both must be implemented if either was to be effective. Both were necessary if the important and continuing community agencies were to be partners in the demonstration project.

In summary form, the programs proposed were the following:

a. The Cooperative Agency Service Effort Project; an intensive casework project with 150 families per year, carried out cooperatively with the Juvenile Department and the Public Welfare Commission as primary partners with the Youth Study Board, and other case-serving and related agencies serving as cooperating agencies.

b. The Agency Planning and Development Service; a joint effort of all community agencies with the Youth Study Project for evaluation and planning of agency services, resource development, and provision of specialized services to improve agency programs, such as development of materials, training, etc.

c. The Agency Information Center program; consisting of information centers in each of the demonstration areas to provide information about agency programs and referral to needed services. This program centralized agency public education efforts with respect to agency demonstration programs.

d. Agency Special Projects; include the special agency projects presented here plus two special youth work projects described in Chapter V, and a number of other special projects under consideration for later funding from a variety of potential funding sources.

4. Community Development

Any change of specific institutional agencies required consideration of change in the wider community context within which the youth and adult activities of hinterland residents take place. Community development programs were needed to improve the general economic, educational and cultural bases of these communities, as well as to provide for organizational frameworks for community involvement and leadership development. Innovative youth programs were needed in order to provide intervention for much of the "subculture of failure" activity which takes place in the broad setting of the community.

At the adult level, one important program step was to establish a Community Planning Committee Program to provide an institutionalized mechanism for bringing about community betterment. Committees were to have a broad community representation. They served to inventory community needs, develop plans, and enlist community support for needed efforts; the Citizen Participation Program was undertaken to develop and organize a base of community support and concern with youth problems; the Leadership Development Program activated and coordinated the efforts of natural leaders for youth programs.

At the youth level, Community Youth Workers were to be provided to accomplish the needed informal and flexible tasks of intervention with the peer-culture activities of troublesome youth. Somewhat more structured programs, consisting of the Small Group Program for Males and the Program for Girl Drop-outs, were to be provided as well. Also serving youth, a Youth Employment Service was to be developed to coordinate and make more efficient the process of job finding for youth.

5. Research and Evaluation

During the planning phase, research conducted with adolescents in general, delinquent youth, youth who had withdrawn from school, adults, and families of delinquent and non-delinquent youth, provided the base of knowledge necessary to develop an action program in this hinterland area. During the demonstration phase, research efforts were to be directed at providing both an evaluation of the impact of the various action programs and continuing basic research on the problems of hinterland youth and communities.

The many tasks of the research staff of this Project would require close integration and coordination of effort. The staff was to be headed by a Research Director and made up of: (a) a Youth Programs Evaluation Unit, with a Chief, a Study Director, research assistants and clerical staff; (b) a Community and Agency Evaluation Unit, consisting of a Chief, research assistants, and clerical staff; (c) a Basic Research Unit, consisting of a Chief, research assistants, and clerical staff; and (d) a Research Operations Unit, consisting of a Chief, research assistants, and clerical staff. While the purposes of these groups would be different, requiring a division of staff responsibility, in much of the research work there was to be cooperation in the development, implementation, and analysis of specific data sources. The major data sources, including student questionnaires and interview panels, interviews with "invisible" youth, and the community survey panels, were designed to serve a number of purposes. Both evaluation research units, as well as the basic research, staff would draw upon identical data sources to accomplish their individual goals.

III. From the Planned Program to the Actual Program

A. Background

A review of the literature available in the early 1960's about the causes of juvenile delinquency and the research effort in Lane County in the 1962-63 research and planning period served as the basis for planning the demonstration programs to follow. A more detailed statement of the assumptions serving as the foundation for the demonstration program appears earlier in this document. However, they are summarized here to provide a basis for understanding the nature of the proposed program and some of the major forces that resulted in its modification as it was put into action.

The assumptions arising from the period of research included the premise that the "causes" of delinquency (or factors associated with it sufficiently to be believed to have causal effects) were varied. A second assumption was that these "causes" were faced by many youth. These conditions included problems associated with increased industrialization, social class, family and individual adjustment, as well as other factors such as conditions in the general community. As a result, varied program approaches were seen as necessary; also that they should be of major scale to test the validity of the assumptions.

However, it was recognized that the total array of possible programs would be impossible to finance, manage, or assess in any demonstration program and that choices would have to be made. The decision was made to design and implement a youth-oriented demonstration program. In addition to the reasons given above, it was to be oriented to adolescents because this was the age during which the delinquent behavior occurred, the possible funding period was to be three years, and the effect of the program had to be measured within that period of time.

Since this was to be a demonstration program in a rural setting, financed to a major degree from Federal funds, one prime objective was that of determining what programs or program findings would be of benefit elsewhere. Since this was essentially a rural project, and since there are different kinds of "rurality" in the United States, an attempt was made to represent these "ruralities." Thus, a rural farm area, a rural non-farm area (lumbering), and a small city were selected as representative of rural America. To meet criteria of the President's Committee on Juvenile Delinquency (the potential funding source) the program was required to be comprehensive and coordinated.

Thus, a large scale, three-year demonstration and evaluation proposal was prepared, involving programs in three demonstration areas. The nature of that proposal is suggested by the contents of the following table:

PROPOSED LANE COUNTY DEMONSTRATION PROGRAMS[1]

Program	Responsibility		Cooperating Agency
	Primary	Secondary	
EDUCATIONAL PROGRAMS			
Curriculum & Methods Development	Schools	LCYP	U. of Oregon
Work Orientation	Schools	LCYP	OSES
Special Education	Schools	LCYP	
Counseling & Guidance	Schools	LCYP	
Teacher Training	Schools	LCYP	U. of Oregon
YOUTH EMPLOYMENT			
Youth Opportunity Center	LCYP		OSES
Remedial Education/Skills Training	Schools		LCYP
Skills Development Programs	Schools	OSES	LCYP
COMMUNITY AGENCY PROGRAMS			
The CASE Project	LCYP Juvenile Dept. Pub. Welfare Comm.		Other Community Agencies
Agency Planning & Development Service	LCYP	Community Agencies	
Agency Information Center	LCYP	Community Agencies	
Juvenile Dept./Case Aide Program	Juvenile Dept.		LCYP
Juvenile Dept./Program Analysis	Juvenile Dept.		LCYP
COMMUNITY DEVELOPMENT			
Community Development for Youth	LCYP		Community Organizations
Youth Development Programs			
Community Youth Workers	LCYP		Other Agencies
Small Groups Programs	YM-YWCA		LCYP
Youth Employment Service	LCYP		OSES
Family Life & Parent Education	LCYP	Lane County Extension	Other Agencies
Home Improvement Program	LCYP/Other Agencies		

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[1] Rural Youth In America Today: A Challenge and A Proposal. Eugene (Oregon): Lane County Youth Study Board, December, 1963.

PROPOSED ANNUAL DEMONSTRATION PROGRAM BUDGET[1]

Program	Yearly Budget	Budget First Year
Education	$796,897	$520,063
Youth Employment	247,203	247,203
Agency Programs	336,949	251,334
Community Development	212,346	182,832
Research & Evaluation	288,588	243,425
Administration & Staff Training	166,553	154,963
	$2,048,536	$1,599,820

The proposed annual demonstration program cost reflected in the table above was approximately $2,000,000 a year, of which $1,600,000 would be required for the first demonstration year. (The lower first year cost resulted from the gradual implementation of programs during that year). The total cost of the demonstration program for the three years was expected to be about $5,000,000.

B. The Shift in the Funding Method--Some of Its Implications

Initially the President's Committee planned to offer substantial support to those areas selected as demonstration communities from the 16 or so communities to whom research and planning grants had been given. Under such a plan the President's Committee would be able to provide the major funding, but for only a few demonstration communities.

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[1] Rural Youth In America Today: A Challenge and a Proposal. Eugene (Oregon): Lane County Youth Study Board, December 1963.

Between the time the Lane County demonstration proposal was submitted and the time it was acted upon, the President's Committee decided not to use its demonstration funds for a few projects, but instead to provide partial support for those communities given planning grants who submitted acceptable proposals. The President's Committee hoped and expected that additional financing could be obtained from other sources. It also planned to help obtain the other funds.

This change in funding pattern was the single most important decision affecting the nature of the program in Lane County (and probably the other demonstration programs as well).

The effects were immediate and lasted throughout the entire demonstration period. Only a few were apparent at the time the decision was made and at the time LCYSB accepted the initial demonstration grant. Their significance certainly was not appreciated at that time.

This decision, plus other factors such as the legislation governing PCJD grants, administrative decisions and the funding methods of other public agencies who became part of the funding base for the project, resulted in the following funding pattern for the project:

1. Annual or shorter term grants throughout the life of the three-year demonstration program.
2. A quilt-piece pattern of funding involving a wide range of agencies with diverse interest and criteria, different application procedures, different funding periods, different grant regulations and different reporting requirements. The effect of these factors was magnified by the different payment methods used by various federal agencies, and provided an unstable financial base.
3. Funds for different levels and types of programs in the three demonstration areas. Some programs could be operated within only one demonstration area, others had to be offered county-wide without respect to the demonstration area boundaries.

The impact of the decision by the President's Committee to fund but a portion of the program, and the decision by the President's Committee to fund but a portion of the approved demonstration program, hoping that funds for the remainder could be found elsewhere, had the following major results:

1. A drastically reduced demonstration program which affected the size, nature, comprehensiveness, cohesion, and coordination of the program;
2. Heavy demands on staff for proposal planning, writing, and negotiation with potential fund sources both in the hope that vital segments of the program could be maintained and that enough additional program funding could be provided to assure continuation of support from the President's Committee;
3. A change from the demonstration programs as originally planned to those possible according to the interests and rules of the various local, state, and federal agencies who were willing to participate. In some instances the program interests or methods were different or even inconsistent;
4. Program uncertainties and instability throughout the demonstration period. These resulted from operating a program based on numerous components funded for different periods of time, by a number of agencies, with different goals and rules. Under this plan, program content could not be held constant in any of the demonstration areas for even one of the three demonstration years;
5. Greatly increased complexity of grant management, reporting, and accountability.

This recitation of the effects of a change from full and single (or primary) funding to partial and multiple-source funding is given not as a criticism of the decision made nationally. The merits of these approaches will be discussed in the final chapter of this evaluation report.

Neither is the recitation given as an apology or defense concerning the demonstration program or its evaluation. It is being made explicit in this report, however, since the decision was of such significance that it shaped the entire nature of the demonstration program, its methods of implementation, and its very "efficiency." Without an understanding of the effects of the funding decision, the demonstration program and its evaluation cannot be understood or judged.

The Drastically Reduced Demonstration Program

Instead of funding the major portion of the three-year demonstration program planned for approximately $5,000,000 the actual funds received from PCJD[1] were as follows:

1964	$300,000	
1965	359,857	(increased to include training program)
1966	423,658	(training and some youth employment)
Total	$1,082,515	

Thus, the demonstration program support from PCJD amounted to about one-fifth the original proposal. This required LCYSB to scale down the first-year program. Choices had to be made about whether to abandon or reduce the size of demonstration areas, eliminate portions of the programs, retain but shrink programs, or phase-in programs later than planned. To meet the representative criterion of rurality in the U. S., the three demonstration areas were retained. To hold to the original plan as much as possible (to test the assumptions of the program, to qualify for the grant as a "comprehensive program," and in the hope that gaps in the demonstration program could be filled in from other fund sources), a combination strategy was selected. This strategy resulted in elimination of certain programs, operation of some at a reduced level, and later "phasing-in" or earlier "phasing-out" than planned originally.

The details of the changes in the plan are included in individual program evaluation sections, but are summarized here. This summary includes program support from sources in addition to PCJD during the three-year demonstration period.

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[1] The grants were made by and administered by the Office of Juvenile Delinquency and Youth Development (OJD) in the U. S. Department of Health, Education, and Welfare. The third year of the JD demonstration program was funded by the Office of Economic Opportunity (OEO) as a result of agreements between OJD and OEO.

ORIGINAL PROGRAM PLAN	EXTENT OF FUNDING
EDUCATION	
Curriculum and methods development	Some funded partially; some not funded
Work orientation program	" " " " " "
Teacher training	" " " " " "
Identification, testing, counseling	Not funded
Miscellaneous special projects	" "
YOUTH EMPLOYMENT	
Work orientation, basic work skills training, job development, vocational training, job placement.	Some funded partially; some not funded. None funded for whole demonstration period. Funded programs not limited to demonstration areas. Total in demonstration areas estimated at about one-third planned level.
AGENCY PROGRAMS	
Cooperative Agency Service Effort	Not funded as JD Program. Later funded by OEO in changed form as Family Service Program with different program methods and not limited to demonstration areas.
Agency Planning & Development Service	Not funded
Agency Information Program	Partial funding
Agency Special Projects	Partial funding
COMMUNITY DEVELOPMENT	
Community Planning Committees	Partial funding through one position in each demonstration area, plus one additional youth worker in two areas. Additional support from Oregon State University Cooperative Extension Service and U.S. Dept. of Agriculture.

The decisions about the program to be implemented the first year had to be made in less than a month to get funds in time to avoid abandonment of the project at the end of the 18-month research and planning period. Program decisions were complicated by the fact that in most instances they needed to be made in conjunction with the community agencies who had cooperated in developing the original plan and upon whom implementation would depend. In a number of instances this hasty, forced planning resulted in choices without adequate joint planning. In some cases, this lost some cooperation since other agencies could not take the time at that moment for the necessary planning.

Demands on Staff for Continual Proposal Writing and Negotiation

To fill in the gaps in the demonstration program created by the President's Committee's limited funding, Project staff were plunged immediately into proposal preparation, salesmanship, and negotiations with a variety of agencies. This became necessary to provide a reasonable chance of having sufficient program to test the assumptions and methods outlined in the original proposal. These time-consuming tasks were necessary at the beginning and throughout the demonstration program.

In addition to the annual applications submitted to PCJD during the three-year demonstration period, dozens of proposals were prepared and submitted to various public and private agencies. After initial unsuccessful attempts to get funds from a long list of private foundations, Project staff turned its attention to those Federal agencies whose program interests and financial resources were relevant for the types of program in the original proposal but not funded by the President's Committee.

"Grantsmanship" (proposal writing and negotiation) is a complicated process, learned slowly and partly by trial and error. This is particularly true when dealing with agencies whose program interests and staff represent different professional disciplines from those who plan and write program proposals. As the policy-making group responsible for application and acceptance of grants, these numerous proposal planning and review decisions also demanded a great deal of attention from the Lane County Youth Study Board.

Change in the Nature of the Demonstration Program

The PCJD change of policy with respect to funding method resulted in a shift from the original comprehensive and somewhat consistent groups of programs to a "crazy-quilt" pattern--with some pieces of the quilt missing. The nature of the demonstration changed as some pieces were put into the "quilt" by new funding, and as some pieces were removed by the termination of a grant or contract. This produced a more complicated program--composed of a series of programs with goals and methods somewhat different from those originally designed.

The advent of the Economic Opportunity Act of 1964 produced further changes. Funding for the last year of the JD demonstration program was transferred from OJD to OEO by a decision in Washington,D.C. Also, in the middle of the second demonstration year (July 1965), LCYSB became the Community Action Agency for the anti-poverty program in Lane County. These two steps required the project to work with numerous new federal staff and regulations as a result of the shift of "sponsors." It also provided an "overlay" of anti-poverty programs through Lane County that affected program offerings in the demonstration areas and complicated and confused the "image" of the Lane County Youth Study Board and the Lane County Youth Project in the community.

Program Uncertainties and Instability Resulting from Multiple Funding

The original plan assumed there would be a stable base for administration of a defined group of programs in the demonstration areas during the three-year period. The shift in funding method changed the components of the program and therefore the content of the program, thus removing the stable base. First, program planning and administration became a "mix and match" affair. Programs were added or terminated according to the vagaries of financing. This meant that the nature of the programs changed, the time periods during which they were offered changed, and the areas in which they were offered changed.

For example, the nature, volume, and certainty of youth employment training and employment services constantly altered during the demonstration period. The education programs shifted, not only as a result of experience, but due to a realization that the programs originally put into action in some instances would not bring the desired result unless other resources were obtained. Anticipated resources did not materialize, so further program shifts had to be made. Similar examples in other parts of the demonstration program could be given.

The addition, removal or alterations of components during a demonstration program pose problems for the community, the demonstration itself and its evaluation--even when done on a planned basis. When changes, unplanned and on short notice, result from forces outside the community, they create even more difficult conditions. For example, the inability to make reasonable commitments to community agencies upon whose cooperation the program is dependent make joint planning impossible in certain instances. The uncertainties and unplanned shifts put the program in the position of appearing opportunistic and undependable. Evaluation, community understanding, and acceptance of the programs during the demonstration period became increasingly difficult.

The "mix and match" method of programming, the shifting financial base, and the very nature of innovative programs such as those included in the JD demonstration combine to put unrealistic demands upon an organization and its staff. Both Board and staff have had to handle problems of "community toleration" for these kinds of programs that of necessity involve elements of experimentation, service, and social change. When the effects of program instability resulting from the financing methods are added to the problems inherent in any demonstration program of this kind, it is perhaps remarkable that the many JD demonstration programs around the country were able to survive. In the case of Lane County it appears evident that a more stable financial base would have resulted in a higher "demonstration program efficiency." It is possible that a smaller but more secure and definable program could have produced the same or even more experimentation, service, and social change.

More Complex Problems of Grant Management, Reporting and Accountability

The shift from a single fund source to multiple sources greatly increased the problems of grant administration. These problems became far more complex and time-demanding than could have been anticipated. Many of the implications of multiple fund management were certainly not understood, nor were means for solutions to the problems provided for or easily found.

The federal agencies participating in the JD demonstration program have different regulations for expenditure of federal funds, record-keeping and reporting for what constitutes the non-federal share in matching funds, goods or services and how this is to be accounted for. As the number of federal agencies participating in the program increased, these rules and requirements became more complex. It became increasingly difficult to understand them and get their interpretation, particularly since the various federal agencies' staff that served as liaison with the project often changed. It also became very difficult to design systems to insure compliance as well to supply the manpower to monitor or implement such systems.

With programs based on multiple fund sources, assuring sufficient funds on hand to meet monthly payrolls and bills became a complex, time-consuming operation. Various federal agencies utilized different payment methods based on different requirements and time schedules. Some provide a sizeable proportion of the funds at the beginning (or very shortly after) a program has been approved; others pay on a monthly basis, but only after costs have been incurred and a billing is made. The time required to get funds from the U. S. Treasury to the local bank varies from a few days to several months, depending upon payment and billing methods. Grant funds from each federal agency have to be kept separate, and cash on hand from one federal grant cannot be used to meet that month's payroll for employees on another federally-supported program. As a result, multiple funding creates a condition of monthly "cliff-hanging" with respect to having sufficient funds on deposit in a local bank to meet payroll and other costs. In addition to this monthly crisis, a great deal of staff time had to be spent monitoring grant fund cash accounts, preparing necessary papers, and often making special pleas to expedite the drawing of federal funds.

The art of budget planning and control, internal and external fiscal reporting, and obtaining cash funds to meet monthly obligations under the system of dealing with numerous agencies as described above has not yet been mastered completely by the Lane County Youth Project staff. The advent of Economic Opportunity programs compounded this problem. Experience strongly indicates that the federal government (both the Congress and administrative agencies) should examine this problem in depth for the purpose of simplifying and standardizing procedures in the interest of grant program efficiency. In the interim, federal staff consultation and supervision for grant management purposes should be available, and made an integral part of the federal-local staff relationships in the same way that program consultation and supervision are currently provided. This would help local communities with current problems and produce improvements in future policies and procedures as federal agencies become more aware of the complexities and hazards of multiple grant management.

Conclusion

In this last section of this chapter an attempt has been made to identify some of the factors shaping the demonstration program that are not discussed in the individual program sections which follow. Of these factors none has been more influential than the level and method of program financing. Partial funding of the originally proposed program and dependence on other sources of support resulted in forces which had major impact on the content of the demonstration program and the manner in which it was carried out.

The piecemeal pattern of funding and the addition of the anti-poverty programs which began in Lane County in the middle of the demonstration program period laid to rest the notion that the demonstration program was an easily definable entity, coherent, and based on a stated set of assumptions. Program goals, content, and method became somewhat blurred to the staff, the

Board, the community. The complexity and diffusion made coordination of programs more difficult within the project and between the project and community programs.

Some of the assumptions of the original proposal were eroded as changes were made in the programs or because certain programs never were implemented. Keeping programs consistent with the basic assumptions of the project became increasingly harder to do. Program coordination became more difficult since independent program funding tended to separate programs physically and conceptually. Staff training and evaluation faced handicaps of a constantly shifting program base.

Despite these problems, during the period February 1964 to February 1967 the demonstration programs provided a large volume of varied services to residents of Lane County and tested many hypotheses and methods. A description of these programs, their methods and results, is included in the following chapters.

CHAPTER II

OVERVIEW OF EVALUATION EFFORTS

CHAPTER II: OVERVIEW OF EVALUATION EFFORTS

I. INTRODUCTION

The Lane County Youth Project was established as an experimental and demonstration project. From its onset, considerable emphasis has been placed on the creation and maintenance of a viable research component. The initial planning phase of the project was heavily slanted towards research. As the Project moved into its demonstration phase, the emphasis on program evaluation required that a commitment to dominant research orientation be maintained. While program evaluation was retained, a number of events took place which affected the capability of the research unit to fully gauge program effectiveness as originally planned.

A. Organizational Realities and Weakened Evaluation

1. Problems of Inadequate Budget:

The original proposal called for both a research plan and a research budget which were very different from what was actually funded. The initial plan assigned teams of individuals to the task of program evaluation long before programs were started. Expenditures which would have permitted such assignment were budgeted, at least on a minimal basis. Looking back, it is realized that the amount of money projected for research and evaluation in the original proposal ($288,000, roughly, for the first year) was not adequate, since it represented a bare 14 per cent of the projected first year expenditures. Program evaluation, we must argue, should not be considered unless there is at least a dollar for dollar matching of program and research monies. Unfortunately, not even our limited request was funded during the demonstration period.

Both the original plan, and the original budget, vanished with the change in planning consequent to the change in funding implemented by the Office of Juvenile Delinquency in Washington. These changes had a number of results that weakened the research effort. One simple economic factor consisted of a budget cut that eliminated over half the projected research staff. While it is true that budget cuts took place in other areas, it must be remembered that these cuts often affected the scope of the program rather than its elimination. Thus, for instance, there still were educational programs in the three demonstration areas, although limited in their scope. Many of the important requirements of evaluation remained in virtually an unaltered state, even though the program itself was reduced. The research staff had a small budget and a large task from the beginning. It was not possible to provide adequate personnel coverage for the many needs demanded by a thorough evaluation.

As important as this budget problem was, it was minor in comparison with other difficulties that were more debilitating to the research effort. Internal to the research staff, there was in the first two years of demonstration a heavy staff assignment to what was called "resource development," i.e., proposal writing. Well over one-third of the early efforts of the research staff, especially of higher level staff, were devoted to either a direct role in proposal writing, or a supportive role to such writing in other units (assembling data, reviewing literature, etc.). Between December, 1963, and August, 1965, over 30 proposals were prepared by the staff of the Lane County Youth Project. The proposals were developed to implement components of the program which were approved by the review panel of the Office of Juvenile Delinquency, components which that Office was not geared to fund. This necessary investment of Project research resources had the clear effect of eroding the efforts of program evaluation.

2. The Problem of Program Uncertainty. Not all of the program components received funding by the granting agencies. Further, decisions on all of these proposals were not made until the Project was well under way, i.e., after 1964. As a consequence, neither program nor research staff were able to anticipate what structure the program effort would take. Many of the pilot programs established under the limited initial grant turned out to be total programs, a fact which was not, and could not be, anticipated in advance.

The direct consequences of all this upon a research design should be obvious. Designing evaluation becomes complicated, indeed, if one is unable to plan in advance for the size and nature of the program. No attempt was made to develop comprehensive evaluation schemes around what were thought to be small and insignificant pilot projects. When it became clear that these were to be the actual programs, it also became evident that many of the steps so crucial to thorough evaluation already had been by-passed, including gathering of in-depth pre-program data and assignment of individuals to program on a random basis. Throughout this evaluation document, evaluation procedures will be described which can be justified only if these pertinent conditions are understood.

3. The Development of Evaluation Designs. In the original proposal, the basic evaluation strategy called for complex matching schemes whereby program youth and institutions would be compared with similar

youth and institutions in other communities (called quasi-control areas). It was assumed that when programs as large as those proposed were poured, intensively, into small communities and their agencies, it would be virtually impossible to maintain uncontaminated control groups within the areas.

The design of the original proposal relied heavily on procedures whereby functions of experimental control would be statified by populations drawn from quasi-control areas. Given this plan, and its acceptance by the Office of Juvenile Delinquency, research staff expended considerable effort in the establishment of base-line populations in both demonstration and control communities during the first two years of demonstration. It became apparent, however, that due to conditions actually existing at that time, the quasi-control areas design was not always the most appropriate. For many of the programs which were quite limited in terms of numbers of persons served (such as the Case Aide or YM-YWCA Small Groups Program), classical randomizing procedures would have been more appropriate. However apparent that might have been by that time, the program was well under way and it was not possible to substitute a randomized design. In some instances, a shift was made to a matched-groups approximation of randomized design. These matched groups were selected in Lane County. While such procedures eliminated inter-community variability, they still are vulnerable to confounding effects of selection variables which are not controlled by the matching process.

4. The Problem of Evaluation Timing. Equally debilitating to the research effort was the change in the timing pattern of the evaluation.

According to the original plan, the demonstration project was to run for three years (from 1964 to 1967), with the evaluation period to run for a period of two years beyond this date (through 1969). Late in the demonstration period (spring, 1966) the Office of Economic Opportunity announced that the research effort would not be funded beyond March 1, 1967; that is, program and evaluation termination were to fall on the same date.

The impossibility of this situation should be clear. An evaluation cannot be completed on the same date its program terminates. In order to come up with some kind of evaluation, it was decided that programs would be evaluated only through the summer of 1966. There were a number of immediate consequences. First, although this permitted a research staff a few months to complete the evaluation, the change altered both the design and the plan of evaluation. In some instances there simply was not enough time to do all that needed doing in the development of minimally adequate evaluation. Second, the evaluation reports cannot contend with many of the important kinds of program effects which emerged after the middle of 1966. This problem is especially keen in youth development programs, where many of the crucial questions have to do with the alteration of maturation patterns of adolescents. Community development and institutional change programs also need thorough long-range kinds of evaluation. It would have been difficult enough to contend with these problems even if it had been known at the start of program that evaluation and program termination dates would be the same. But when this decision was made after the start of the final year of demonstration, it served to weaken almost totally the power of the evaluation effort.

B. Organization of Evaluation Reports

1. Design. Wherever possible, we have tried to preserve the basic logic of the evaluation design contained in the original proposal. Focus is placed on describing, first, the program, and then trying to trace the effects of that program. Guiding this strategy is the notion that if one is answering the question, "What is the effect of 'X' on 'Y'?" adequate knowledge of the nature of 'X' is necessary. In analyzing the nature of the program, we concern ourselves with the rationale underlying the program, and then with the nature of the program as it was implemented.

The construction of an evaluation strategy, as we have seen it, requires, first, the specification of an appropriate design, and second, the specification of appropriate effect variables to be observed. The design used throughout is a matched control group design. Random designs, for reasons given above, were not considered relevant. At the same time, preservation of control groups to take into account maturational, historical, and technical confounding factors seemed to be essential. Control groups were constructed, then, by matching program populations with populations either in Lane or Marion Counties (depending on the program). The purpose of the matching operation was to create two groups that were similar or identical with respect to a selected set of attributes. In nearly all cases, for example, the experimentals and controls were of the same sex. They would have to be of the same age, also, in order to provide minimal control over maturational effects. If the group were considered to be of some type of "problem" population, some kind of control was exerted over the nature of the problematic attributes.

This type of design suffers from a number of difficulties. No matter how rigorous, a matched group design can exert control over only a limited number of attributes, and these attributes have to be both known and measurable. Confounding variables which are not known, or which are known but not measured, may exist and they can so distort the comparisons between the experimental and control groups as to invalidate the findings.

A limited number of cases available for matching may mean that it is necessary to discard important variables in the matching process. Finding suitable matches on three, four, or more variables requires literally thousands of cases in most social action programs. Since in many instances here the pool of thousands of cases was not available, difficult choices had to be made regarding what variables would be retained.

Given its weaknesses, the design under some conditions can exert some control over maturational processes that are of particular significance to our evaluation efforts. It is well known, for example, that delinquency peaks around the youngster's sixteenth or seventeenth year. Any demonstration population created that deals with youth in this age bracket must be matching with similar aged "unexposed" control youth to avoid having the "natural" remission process interpreted as experimental effect. The question of its adequacy often hinges on information regarding how well the experimental and control populations actually are matched. We have tried to meet this as a separate question in the evaluation reports.

C. Structure of the Evaluation Reports

The evaluation reports are organized, where possible, so that the following four questions are answered.

1. Why was the program needed? This section will be called Program Rationale and will sketch out the reasoning which led to the development of the particular program.
2. How was the program implemented? This section will be called Program Implementation and it will describe the nature of the program, the characteristics of the population served, and the nature of the organization which provided the program.
3. What was the effect of the program? This section will be Program Evaluation and will examine the data that are available for disclosing the impact of the program on the target population or populations.
4. What conclusions can be made as a result of this program? This section will be the Summary and Conclusions, and will not only summarize the major program findings, but will also deal with the questions of what this experience might mean for other communities.

Not all the following reports can follow this outline. In some instances, either the program or the evaluation were funded in such a way that evaluation information is not available for this report at this time. For example, the youth employment program evaluation was funded so that its research was carried out independently by staff from the University of Oregon. That report was not complete at the time of this writing. In other instances, such as in Training programs or the Family Service Project, the funding that was available did not budget for adequate evaluation (at least for purposes of this report).

CHAPTER III

EDUCATIONAL PROGRAMS

CHAPTER III: EVALUATION OF EDUCATIONAL PROGRAMS

I. Program Rationale

The educational system in the world of today gives the student a good part of the knowledge and skills that will afford him a secure place in the occupational world. Much of the process of maturing takes place in the school. We are concerned, therefore, when forces exist which impede the educational process - forces which result in students not being able to take full advantage of potential educational opportunities.

The schools of the hinterland today must grapple with a critical and complex set of such problem forces. Either the programs of these institutions must be altered to contend with these problems, or the youth in such schools will be plagued by personal and economic deficiencies throughout their lives.

A. Migration

High rates of geographical mobility are a basic characteristic of modern American life. Twenty-five out of 100 persons live in other than their state of birth[1] and nearly that many change residence every year.[2] The direction of this movement is from the farm to the urban areas. In 1900, 40 per cent[3] of the nation's population was urbanized and only

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[1] A Place to Live: The Yearbook of Agriculture, 1963, U.S. Department of Agriculture, Washington, D.C., 1963, p.10.

[2] Bureau of Census, Mobility of the Population of the United States, March 1960 to March 1961, U.S. Department of Commerce, Washington, D.C., 1962.

[3] The Eighteenth Decennial Census of the United States, Census of Population: 1960. Vol.1, Characteristics of the Population; Part 1: United States Summary, U.S. Department of Commerce, Bureau of Census, pp. 1-14.

36 per cent[1] of the nation's labor force was engaged in non-agricultural occupations. By 1960 these proportions had changed to 63 per cent[2] and 93 per cent[3] respectively. It has been estimated that a net migration of 2,000,000 farm males who were five years of age or older in 1960 will occur during the 1960-1970 decade. This means that only three out of five farm males in 1960 who survive to 1970 will be on the farm by the end of that decade.[4]

B. Industry and Labor

These shifts in population are correlated with a change in the nation's industrial base. Change has occurred both in the mode of production and in the products being produced. In 1900, 38 per cent of the nation's labor force was engaged in farming and only 18 per cent was in what are commonly called the "white collar" occupations. (See Table 1.) By 1960 these percentages had shifted to 6 and 42 per cent respectively.

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[1] Census Reports, Vol. 11, Twelfth Census of the United States taken in the year 1900, Population Part 11, U.S. Department of Commerce, Bureau of Census, Table LXXVII. p.CXXXV.

[2] The Eighteenth Decennial Census of the United States, Census of Population: 1960, op. cit.

[3] Ibid., p.1-221.

[4] "Unemployment Prospects for Rural Communities," G.S. Tolly, Report No. 36, National Conference on Problems of Rural Youth in a Changing Environment, Stillwater, Oklahoma, September, 1963, p.9.

Table 1 [1]

Persons in the Economically Active Civilian Population, by Major Occupation Group, United States, Selected Years, 1900 to 1960

Major Occupation Group	1900	1920	1940	1950	1960
Both Sexes					
Total	100.0	100.0	100.0	100.0	100.0
White-collar workers	17.6	24.9	31.1	36.6	42.2
Professional, technical, and kindred workers	4.3	5.4	7.5	8.6	11.4
Managers, officials, and proprietors, exc. farm	5.8	6.6	7.3	8.7	8.5
Clerical and kindred workers	3.0	8.0	9.6	12.3	15.0
Sales workers	4.5	4.9	6.7	7.0	7.4
Manual and service workers					
Craftsmen, foremen, and kindred workers	10.5	13.0	12.0	14.1	14.3
Operatives and kindred workers	12.8	15.6	18.4	20.4	19.9
Private household workers	5.4	3.3	4.7	2.6	2.8
Service workers, exc. private household	3.6	4.5	7.1	7.9	9.0
Laborers, exc. farm and mine	12.5	11.6	9.4	6.6	5.5
Farm workers	37.5	27.0	17.4	11.8	6.3
Farmers and farm managers	19.9	15.3	10.4	7.4	3.9
Farm laborers and foremen	17.7	11.7	7.0	4.4	2.4

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[1] Harold L. Orbach and Clark Tibbitts (Eds.), Aging and the Economy, "Projecting Employment Opportunities for Middle-Aged and Older Workers," by Margaret S. Gordon, University of Michigan Press, Ann Arbor, 1963, pp. 40-61

A comparison of the United States and Lane County occupational structure between the years 1940 and 1960 (See Table 2) reveals that Lane County is comparable to the United States average in both the percentage changes throughout the occupational structure in 1940 and 1960 and in the shift from blue collar to white collar work.

Table 2

U.S. and Lane County Occupational Breakdown
(Reported in Percentages)

	1940		1960	
Occupational	U.S.	Lane County	U.S.	Lane County
Professions, Technical and kindred	07	08	11	12
Managers, officials, and proprietors (non-farm)	08	10	08	10
Clerical and Sales	17	14	22	19
Craftsmen, Foremen, and kindred	11	13	14	14
Operative and kindred	18	12	18	18
Service	12	10	11	11
Laborers	07	16	05	15
Farmers and farm managers	11	12	04	02
Farm Laborers, foremen and unpaid family workers	07	04	03	01
Not reported	(01)	(01)	(05)	(01)
Totals	100	100	100	100

However, it can also be seen that the rate of increase in the number of workers in the labor force in Lane County has far out-stripped the national average. (See Table 3)

Table 3

TOTAL LABOR FORCE IN U.S. AND LANE COUNTY - CHANGE OVER TIME

1940 and 1960

Area	1940	1960	Per Cent-increase
United States	45,166,083[a]	64,639,256[b]	43%
Lane County	23,263[c]	57,505[d]	147%

A look at the industrial breakdown in both the United States and Lane County in the years 1940 and 1960 shows us that some of the industries have changed considerably over this period of time with regard to the proportion of the labor force in their ranks. (See Table 4) As we have already seen, agriculture has rapidly declined in both the United States and Lane County while the professional fields are consuming a larger proportion of workers. (See Table 4)

[a] Census of Population, 1960. Vol.1, Characteristics of the Population: Part 1, United States Summary, U.S. Department of Commerce, Bureau of the Census, p. 127.

[b] Ibid.,p.121.

[c] Sixteenth Census of the United States, 1940, Population, Vol.11 Characteristics of the Population, Part 5, Report by States; New York and Oregon, U.S. Department of Commerce, Bureau of the Census, p.1000.

[d] U.S. Census of Population, 1960. General Social and Economic Characteristics, Oregon, U.S. Department of Commerce, Bureau of the Census, PC (1) 39 C, p.180.

Table 4

U.S. AND LANE COUNTY INDUSTRIAL BREAKDOWN 1940-60

Industry	1940		1960	
	U.S.[1a]	Lane Co.[1b]	U.S.[1c]	Lane Co.[1d]
Agriculture, Forestry, Fishing and Mining	21	17	08	05
Construction	05	06	06	07
Manufacturing	23	26	27	29
Lumber, furniture & wood products	(02)	(22)	(02)	(23)
Transportation, utilities, and communications	07	07	07	05
Wholesale trade	03	02	03	04
Retail trade	14	15	15	16
Finance, Insurance, Real Estate, and Business Service	05	04	07	06
Personal Service	09	08	06	06
Entertainment	01	01	01	01
Professional and related	07	09	12	15
Education	(04)	--	(05)	(09)
Not reported	02	02	04	02
Total Labor Force	100	100	100	100

[1a] Sixteenth Census of the United States, 1940 Population, Vol.II, op. cit., pp. 75-80

[1b] Ibid., p. 1000

[1c] Census of Population, 1960 Vol. 1, op. cit., p. 200. 1

[1d] U.S. Census of Population, 1960, PC (I) op. cit., p. 146

C. Education

These alterations in the occupational structure have an impact on the requirements which must be achieved by aspirants to most occupations. While actual experience is important for many occupations, attention will here be directed towards an exploration of the changes which have occurred with respect to the educational requirements which must be satisfied in order to secure a position in the labor force.

It is common knowledge that the fastest growing occupations, i.e., the professional and semi-professional occupations, call for the most education. At the same time, those laboring and agricultural occupations which provide jobs for the relatively uneducated will support an ever decreasing proportion of the labor force. It is also well known that more education is often required today than in the past for identical jobs. Although comparability of occupations over time is often restricted since many earlier occupations are non-existent today, where such comparisons are possible there is a clear upgrading in educational requirements between the years 1918 and 1961.[1] (See Table 5)

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[1] Out of the 454 occupations listed in the 1918 source of information, only 21 were found to be comparable with 1961 occupations in terms of job title and description of tasks involved. Specialization of task and mechanization in the more recent year account for much of the non-comparability.

Table 5

EDUCATIONAL REQUIREMENTS FOR SELECTED OCCUPATION 1918 - 1961		
OCCUPATION	EDUCATIONAL REQUIREMENT	
	1918[1a]	1961[1b]
Bricklayer	Not less than 8th grade	High school or equivalent desirable
Blacksmith	Common school	High school and vocational school helpful
Heater (forge shop)	No educational requirements listed	High school desirable
Hammersmith	Common school, preferably high school	High school desirable
Drop hammer operator	Common school	High school desirable
Carpenter (general)	Common school, preferably high school	High school or equivalent desirable
Cement finisher	Common school	8th grade minimum
Die maker	Common school, preferably high school	High school or trade school preferred
Glaziers	No educational requirements listed	High school or equivalent desirable
Locomotive firemen (Helpers)	Common school, preferably high school	High school or equivalent desirable
Marble setter	Not less than 8th grade	High school or equivalent desirable
Stonemason	Not less than 8th grade	High school or equivalent desirable
Millwright	No education requirements listed	High School
Ornamental iron worker	Common school	High school or equivalent desirable

(Table continued next page)

(Table 5 Continued)

OCCUPATION	EDUCATIONAL REQUIREMENT	
	1918[1a]	1961[1b]
Painter	Common school	High school preferred but not essential
Paper hanger	Common school	No educational requirements listed
Policeman	No educational requirements listed	High school
Porter, Pullman	Common school	No educational requirements listed
Roofer	Common school	High school or equivalent desirable
Telegrapher	No educational requirements listed	High school preferred
Telephone repairmen	Common school; preferably trade school or tech. high school	High school or vocational school

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[1a] Description of Occupations: Metal Working, Building and General Construction, Railroad Transportation and Shipbuilding, U.S. Bureau of Labor Statistics, Washington, 1918, pp.5-112.

[1b] Occupational Outlook Handbook, Bulletin No. 1300, U.S. Department of Labor, Bureau of Labor Statistics, 1961, pp. 318-793.

There are several ways in which to examine the resulting changes which have occurred in education. One such way is to examine the volume of youths the nation's high schools must educate. In 1900, 42 per cent of all young people between the ages of 5 and 24 years were attending school.[1] By 1960 this percentage had risen to 72 per cent.[2]

Table 6

Median Education - National and Local Comparisons
Median Years Education 25 years and Over

Year	U.S.	Oregon	Lane County	Eugene
1940	8.6[3a]	9.3[3c]	8.9[3e]	12.0[3g]
1960	10.6[3b]	11.8[3d]	11.9[3f]	12.5[3h]

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[1] Special Report of the Census Office, Supplementary Analysis, Twelfth Census, 1900, Department of Commerce and Labor, p.106

[2] The Eighteenth Decennial Census of the U.S., Census of Population: 1960, Vol. 1, op. cit. pp. 1-206.

[3a] Ibid., pp. 207-8.

[3b] Ibid.

[3c] Sixteenth Census of the U.S., 1940 Population, Vol. II, op. cit.

[3d] Ibid., p. 103

[3e] U.S. Census of Population, 1960, PC (I) 39C, op. cit., p.91

[3f] Ibid.

[3g] Ibid., p.123

[3h] Ibid., p. 124

These data reveal that not only must schools contend with a greater proportion of school aged youths, but also that many more youths are remaining in school for a longer period of time than they were in the past.

D. Rural Youth - Some Problems:

These cultural and social changes have generated particular problems for rural youth.

One of the major concerns becomes the probability of rural youths being unprepared to become economically secure in an ever increasing technological urbanized society. In this vein Gottman states that:

> "The vast majority of today's children will spend their later lives in urban or suburban work and residence. The education of most youngsters should therefore be definitely urban-oriented; it should also be more advanced for a larger proportion of the upcoming generation, as an increasing proportion of all jobs require more training, more skill, and involve more responsibility." [1]

Cohen and Kapp echo this forecast and emphasize the position of the rural youth:

> "Employment problems are also acute for rural youth. It is expected that about 65 per cent of the youngsters living in rural areas (where opportunities are declining steadily) will have to move to cities to look for jobs, although they are rarely prepared for the kinds of jobs that are available." [2]

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[1] Jean Gottman, "The Impact of Urbanization," The Nation's Children, 1960 White House Conference, pp. 180-208, (p.196).

[2] Eli E. Cohen and Lois Kapp, "Youth and Work: The Second Challenge," Children, 9; 79-83, March 1962, p. 82.

The importance of this situation becomes accentuated when it is juxtaposed with the demographic background of the expanding population. Gunnar Myrdal states that "A total of 26 million young workers will be entering the labor force for the first time in the sixties. Nearly half of the additional people in the labor force will be under twenty-five. This contrasts sharply with any past experience for at least half a century. Less than 5 per cent of the additions to the fifties were in that age bracket, and in the forties, the figure actually declined. There will be 45 per cent more people under twenty-five available for work in 1970 than there were in 1960. Nearly one out of four members of the labor force will then be that young."[1]

This statement of course suggests the element of competition which most youths will have to contend with in ekeing out jobs. It is felt that rural youths are disadvantaged in this situation because they "... have not had the benefit of qualified teachers, non-agricultural vocational courses, or vocational counseling."[2]

Those who choose to remain in the rural areas and to enter agriculture will also find that success is largely a function of being adequately educated. Fuller warns that, "All of us must be concerned with the curriculum of rural schools, the teachers, buildings, and facilities necessary for a good educational program for young men and women. This includes those who remain on the farm..."[1]

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[1] Gunnar Myrdal, Challenge to Affluence, Pantheon Books, New York, 1962, pp. 16-17.

[2] Cohen and Kapp, "Youth and Work: The Second Challenge," op. cit., p. 82.

This note of concern is particularly relevant in light of the fact that, "To own and manage a farm today takes not only money to invest in land and machinery but business ability and technical knowledge as well as the traditional agricultural skills."[2]

Brunner, also, notes that, "Teachers of vocational agriculture in nearly 10 thousand rural high schools know that only about half of the boys in their classes will have a chance to farm. They know also that those who do get into farming need a broad understanding of agricultural science and technology and a knowledge of management and financial practice in order to operate large units."[3]

These observations all attest to the need for adequately educated youths whether they seek a livelihood in either an urban or rural area. There are a number of different ways in which to evaluate the adequacy of education.

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[1] Address of Walter D. Fuller, Chairman of the Board, Curtis Publishing Company, "Rural Education from the Viewpoint of Business," Rural Education - A Forward Look, Yearbook 1955, Department of Rural Education, N.E.A. of the U.S., Washington, D.C., 1955, pp. 290-294 (p.293)

[2] Evelyn Murray and E. Eleanor Rings, "Young People and the Need for Planning," A Place to Live, The Yearbook of Agriculture 1963, the United States Department of Agriculture, Washington, D.C., pp. 30-35 (p.31).

[3] Henry S. Brunner, "Educational Opportunities for All" A Place to Live, The Yearbook of Agriculture 1963, The U.S. Department of Agriculture, Washington, D.C. pp. 36-44 (p.39).

One such way is to draw comparisons internal to the educational system. In keeping with our present emphasis on rural and urban education, some comparisons will be made between these two major divisions.

The general consensus of opinion among many observers is that a rural high school is inferior to one in an urban area in a number of respects.

Teachers:

"Recruitment - 88 per cent of the current shortage of qualified teachers exists in rural schools."[1]

"Of approximately 1.25 million teachers in the nation, 500,000 are rural. Between 1955-56 the average rural teacher made $3,294.00, urban $4,564.00."[2]

"Rural teachers had a median of 12.2 years teaching experience, urban 14.0."[3]

"Rural teachers had 4.3 average years of college, urban 4.9."[4]

E. The Directive for Change.

The meaning of these trends is not ambiguous. The changing times require a changing approach to education. The urbanization taking place throughout the nation requires a change in the educational goals of hinterland schools. Furthermore, failure to provide programs for work-bound youth will make them progressively vulnerable to the threat of automation and specialization. We must contend also with the personal inadequacies which detract from the ability of individuals to take advantage of the opportunities that are provided for advancement. Any of these changes will require close involvement of the community. Many of the problems brought into the school will have to be dealt with on a broad institutional front since the school by itself may be relatively powerless to alter the adult conditions that create these problems. In addition, community support and cooperation will be necessary to bring about significant change even in the school program.

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[1] Marcia K. Freedman, "Special Problems in Youth Employment," Reference Papers on Children and Youth. White House Conference on Children and Youth, 1960, pp.117-126 (p.122).

[2] Howard A. Dawson, "Rural Education," Reference Papers on Children and Youth. White House Conference on Children and Youth, 1960, pp. 137-149 (p.139).

[3] Ibid.

[4] Ibid.

II. Program Development

It can be said again, without loss of impact, that the educational system of the world today gives the student a good part of the knowledge and skills which will afford him a secure place in the occupational world. However, the schools of the hinterland must contend with a complex and critical set of problem forces.

It has been shown that the decline of extractive industries and "blue collar skills" are part of these forces. The migration of individuals from rural to urban complexes and the increase in the number of students are a part of these forces. And critically, there is a lack of educational resources in the hinterlands. It was in this framework that the Lane County Youth Project set about its task.

In the face of the problems generated by a technical society evolving in complexity, the Lane County Youth Project set about creating a program to combat the hazards facing rural youth. Consideration had been given to the inadequacies of the present educational systems for preparing rural youth for competition with his urban counterpart. Consideration was given to the rate of disappearance of rural employment and the migration to the urban centers by rural youth. There was the additional related problem of more complexity, the under-achieving youth and the drop-outs.

The disadvantages vocationally that face a rural youth are compounded for the rural drop-out and under-achiever. Facing a work world which nearly always demands a high school diploma as the lowest common denominator for employment, these youth have the additional disadvantage of coming from school systems which do not provide an adequate vocational background to offset the lack of credentials.

With these problems in mind, an educational program was envisioned which would bring to the disadvantaged youth not only an introduction to the work world, and the necessity for particular skills, but also to press home the need for academic subjects too.

The school systems have tended to pass these youth by; the Golem of technology demands more highly skilled and educated personnel. The schools have responded to these demands from society, since funds are made available for encouraging the college-bound but not the slow learner or the potential drop-out.

With these problems as guidelines, a program was evolved which would attempt to rekindle the spark of motivation for these youth, by providing an environment and learning situation which was geared to their needs and not solely to those of the college-bound students. These youth would be introduced to that which was of primary concern to them -- working -- and subsequently the work world. They would have the opportunity to work on a job and thence to find the open doors that come with skills and education. Efforts would be made to make the school experience a little more warm, and reveer away from the image of rejection and hostility with which it was regarded by the youth prior to the program.

The original goals of the project were ambitious. They had embraced the total educational environment of the disadvantaged youth. They would have involved providing suitable curriculum, early identification procedures, and work experiences necessary for these youth. The goals embraced the whole area of teacher training to especially prepare faculties for providing these special services.

Because of the myriad of problems which cluster around so ambitious a project: funding, the cooperation of many individuals and institutions, and the adequacy of personnel necessary to fashion so critical a social change, it is no small wonder that the project did not quite reach the pinnacle which it had set for itself. Instead, the program evolved in a modified fashion and is developed in the succeeding sections.

III. Program Implementation

A. General Overview

In cooperation with the Eugene, Junction City, and Oakridge city schools, the Lane County Youth Project Educational Programs were held in each of the demonstration areas. Details of the initial structure of these programs were developed during a four-week workshop during the summer of 1965, sponsored by the Lane County Youth Project. Participants included a team of teachers, counselors and administrators from each of the schools involved: South Eugene High School, Woodrow Wilson Junior High School, Oakridge High School and Junction City Junior and Senior High Schools. This workshop served three purposes:

1. It helped orient project and school district to the purpose and objectives of the Lane County Youth Project.
2. It served as a vehicle for curriculum development whereby the methods of course materials for the work orientation program could be developed.
3. It provided the necessary teacher training situation so that classroom instructors could be prepared for what proved to be a very different type of educational experience.

It was decided that one aspect of the Lane County Youth Project's classes would be to institute a terminal readiness program. Therefore, the youth enrolled in the demonstration classes would have:

1. Been close to termination.
2. Requested permission to terminate, or
3. Had a long term absentee record but who could be returned and retained in school on a temporary basis.

This program would serve two main objectives:

1. To stimulate some students to return and complete high school training.
2. To allow those who do terminate a better preparation for the experiences which lie ahead.

The terminal readiness program was based on the following theoretical assumptions.

a. Course content must be extremely flexible and based wherever possible on firsthand experience. The interest span of potential drop-outs and delinquent prone youth is short and transistory.

b. A vocationally oriented program will meet the needs and desires of the discouraged youth better than any other type of program. Youth who drop out of school, for the most part, make immediate attempts to enter the labor market.

c. Classes must be organized with a democratic structure. Simply allowing the students to have the right to agree with the teacher would not be good enough. The class activities and structure would be mutually arrived at with the students having a full voice in the decision.

d. It is most beneficial to think of the alienated students as being discouraged. This would imply that encouragement would be the most useful and important technique to employ with these students.

e. A demonstration class consisting entirely of potential drop-out and delinquency-prone youth who are highly alienated from the school is the most effective way to focus attention on the problems of discouraged youth and bring about change in the educational institution.

f. The understanding and sympathy of the school and the purposes of the Lane County Youth Project will be vital to the success of our program.

g. The problems of the discouraged youth are the responsibility of the home, community, and school. Therefore, the teacher-counselor must be free to delve deeply into all of these institutions in order to fully explore innovative techniques for dealing with the alienated students.

The workshop participants indicated that with small class and with half a day in counseling, the Lane County Youth Project personnel could provide tutorial help to individual students. Students receiving this help did not necessarily have to be enrolled in the Lane County Youth Project Program. Further, it was felt that the teacher-counselor could develop community resources to aid this process. Specifically, during this half day of counseling (free time in the eyes of many) the teacher-counselor was expected to:

1. Develop programs that would involve community residents in school activities.
2. Develop local untapped community resources.
3. Develop programs which would provide a closer link between young persons and adults in the community.

Finally, one of the most pressing problems that concerned the workshop participants was the fact that in more junior and senior high schools the counselor is so burdened with discipline or necessary testing and guidance for college bound youth, or similar duties, that the unfortunate perception of the counselor by the non-college bound student is one of disciplinarian. This leads to "crisis counseling," i.e., a crisis must virtually exist before the non-college bound (and probably most college bound) are able to see a counselor. The educational and vocational goals of the counseling process obviously are not being met by the system. Furthermore, it is obvious that involvement of parents is unlikely under the present counseling facilities of these schools. Therefore, the workshop participants also felt that the Lane County Youth Project teacher-counselors should not only seek to change the perception of the counselor as a disciplinarian by providing extensive services to the non-college bound student but also establish better home-school communications.

In summary, the initial program of the Lane County Youth Project Education Division was cooperatively planned by the Lane County Youth Project and the demonstration schools' staffs. It is clear from the above that the original expectations the demonstration schools set for the Lane County Youth Project were unrealistically high. This becomes clear when one compares these expectations of the Educational Division of the Lane County Youth Project with the program actually implemented. The actual amount of money and the number of personnel available to provide the proposed services were critically reduced.

Given the above philosophy, expectations, and limitations, the educational program was initiated in all demonstration schools with the opening of school in 1964. To best illustrate how the rationale for the educational programs was interpreted into action, the activity for this division will be split into the following categories:

1. In-school program
2. Out-of-school program
3. Relationship to the work in other divisions
4. Relationship of the central office to the demonstration programs

After careful examination of the impact of the reduced grant and since it was obvious that the large-scale program mentioned in the original proposal would not be forthcoming from future juvenile delinquency funds, it was decided that there should be a shift in emphasis in the use of available funds.

First, more money was shifted into the educational programs during the first year than was planned originally (from $29,482 to $46,666). Second, it seemed imperative that the aspects of the planned programs selected for implementation should be those having direct service to youth, although some funds were seen as necessary for both curriculum and resource development. Accordingly, a budget was prepared which provided for a chief of educational programs, four teacher counselors assigned to four demonstration schools, some cousultant services, and a secretary.

The teacher counselors were assigned to South Eugene High School, Woodrow Wilson Junior High School, Oakridge Senior High School, and Junction City Senior High School. The local school districts were to have matched - staff commitments; but this occurred in but one community. These persons taught the Orientation to the World of Work classes, counseled students in the programs, and served as work experience coordinators. As part of this program, money was requested for educational field trips to enable these students to visit local firms and also organizations located in the urban centers of Portland and Seattle. Educational publications were also needed, especially for work orientations, vocational, and occupational aspects of the program. Some equipment purchase was necessary, given the fact that the work orientation program, as developed, could not be carried out with the equipment and materials currently found in the schools. In order to provide for curriculum development, a curriculum development associate was hired during the summer of 1964, to prepare outlines of work orientation and early enrichment programs.

Teacher training and curriculum development were both a part of the summer workshop for teachers (involving the four teacher-counselors and twelve cooperating school district personnel). In addition, a small fund of money was set aside for extra teacher assignment. This paid to further the task of curriculum development as this was accomplished by teachers from the cooperating school districts.

As a result of the workshop, two vocational courses were outlined:

1. Orientation to the World of Work which included:
    - a. Study of self.
    - b. Importance of job choice.
    - c. Planning for future work.
    - d. Community resources in job hunting and career planning.
    - e. Job opportunities.
    - f. Getting and holding a job.
    - g. Labor unions in the world of work.
    - h. Pension and old age security.
    - i. Basic bookkeeping and the pay check.

2. Work Skills Training course designed as a general pre-vocational training in the use of basic tools, learning manual skills, and the vocational training in the use of basic tools, learning manual skills, and the vocational skills needed in various industrial occupations. The occupations were not limited to the local community, but included those located in the Northwestern United States.

B. Program Settings

The three school systems selected for the Project show the community diversity intended in the original design. The general characteristics of these school systems are as follows:

1. South Eugene High School is located in the south part of a small city. The surroundings are quite urbanized and residential. It draws its student body from four junior high schools. Its present 1965-1966 enrollment

stands at 1,698 students. The cost per pupil here stood at an approximate $575 per youngster. There is a staff of 89 teachers yielding a teacher/student ratio of 1:10.

2. Woodrow Wilson Junior High School is one of four junior high schools located in the general area called South Eugene. The surrounding area is urban and residential. This school is also part of District No.4 which contains 10 junior high schools. There is a present 1965-66 student body of 645 pupils. The per pupil cost at the beginning of Program as represented by the district average is also $575 per student. This is a staff of 34 teachers giving a teacher/student ratio of 1:19.

3. Oakridge Senior High School is a rural non-farm community school which lies in a town where the basic industry is logging. The high school shares its grounds and part of its staff with the junior high school. The high school has a student body of 334 pupils; but for computational purposes both schools have to be dealt with simultaneously. The cost per pupil stands at $602. There is a total staff of 30 teachers at the two schools, which makes a teacher/student ratio of 1:18.

4. Junction City Senior High School is a rural-farm school. It lies within the corporate boundaries of Junction City, a community surrounded by farm-lands. It has a present 1965-66 student body comprised of 416 students who are drawn from the single junior high school in the area. The cost per student expended is approximately $550 per year. The students are served by a teaching staff of 24 teachers, representing a teacher/student ratio of 1:17.

5. Junction City Junior High School also lies within the boundaries of the community proper. It serves grades 7 through 9. Its student body of 500

youngsters is drawn from four elementary schools, two of which lie some distance from the town. The cost per student is $550. The teaching staff stands at 23, making a teacher/student ratio of 1:22.

a. The Program in South Eugene

Two phases of the program were in progress in Eugene the first year. A class of 9th grade boys in Wilson Junior High were scheduled for four periods each day with two teachers, one from the Eugene School District No. 4 and a teacher counselor from the project. Orientation to the World of Work was presented in a four-hour block with other basic subjects. A flexible schedule allowed teacher counselors to place boys where their needs would best be met.

Special instruction to students needing help in reading was offered by the Eugene School District personnel. Work experience was added as indicated for the individual student.

The South Eugene High School program included 10th grade boys enrolled in a two-period block for the Orientation to the World of Work course and one period each for Physical Education, Study Hall, Social Studies, and Language Arts, the latter being remedial reading. Four hours a week were spent in Work Skills Training and work experience as appropriate to the individual student.

Wherever used, the work experience placement was closely supervised by the project teacher counselor.

The program for seventeen 10th grade boys at South Eugene High School consisted of the following:

1. Orientation to the World of Work
2. Work Skills Training
3. Physical Education
4. Study Hall
5. Social Studies, Language Arts
6. Work Experience (for some).

The schedule was flexible in order to allow optimum opportunity to meet individual needs.

b. Oakridge School Program

At Oakridge High School, 15 boys from grades nine, ten, eleven, and twelve were enrolled in the three-period block for Orientation to the World of Work and Work Skills Training. This scheduling lended great flexilibility in planning field trips and shop projects for which the conventional one-hour class was inadequate. The boys were enrolled in other school subjects and/or work experience programs for the remaining portion of the day.

The initial achedule was as follows:

1. Orientation to the World of Work.
2. Remedial English.
3. Work Skills Training.
4. Work Experience.
5. Social Studies.
6. Other school subjects.
7. Home.

c. Junction City Program

The Junction City Schools had two programs, one each at the junior and senior high school. Twenty-two boys and girls were enrolled in the Junction City Junior High School program. This program, which was supported solely by the Junction City School System, included the following courses:

1. Orientation to the World of Work.
2. Social Studies and Language Arts.
3. Remedial Reading (if indicated).
4. Other basic school subjects.

Twenty-three boys grades nine, ten, and eleven were enrolled in the Junction City Senior High School class. Their program, in this case supported by Juvenile Delinquency funds, consisted of the following:

1. Orientation to the World of Work
2. Work Skills Training.

3. Physical Education.
4. Other school subjects to fit individual needs.
5. Work Experience.

C. Program Illustration: Wilson Junior High School

To illustrate more clearly how the Lane County Youth Project demonstration classes actually operated, an actual example of the unit used in the first year Program in the Wilson Junior High class will be presented. One unit, "Trees," was used to cover the four subject matter areas: English, Math, Geography, and Science. To provide Language Art skills, the class filled out sample job applications and received practice and instruction in writing letters to lumber companies asking for jobs. They also learned the meanings of the jargon of the lumber industry. Finally, the students wrote biographies such as they might include with the job application.

The students gained skill in the area of mathematics by learning to find the height of standing trees and how to compute the number of board feet in those trees. They also received practice in making personal budgets and in so doing were introduced to the concept that jobs cost money. That is, certain occupations cost more than others, because of varied requirements as to personal appearance, ownership of tools, and the cost of training to meet the educational requirements of a particular job. Finally, the students were introduced to the concept of the income tax and actually received practice in filling out sample income tax forms.

The students increased their skill in geography by studying the relationship between the terrain and the types of trees found on a particular type of terrain. Much of this was done with the aid of maps so the students could also receive further instruction in how to read maps.

The class's science instruction took the form of discovering the by-products coming from trees and how these by-products are used. The class also learned how paper was made, what diseases attack trees, and how forests are planted. Most of this classroom instruction was reinforced by field trips in the community. For instance, no less than five field trips were taken in conjunction with this unit of study.

The trips included visits to:

1. A wood processing plant
2. A paper manufacturing industry
3. A retail lumber yard

The Work Orientation Program was used as a base for the development of other programs such as curriculum development, counseling guidance and other special projects. There are three basic components of the Work Orientation program:

1. Orientation to the World of Work which includes the following topics:
    a. Study of self and relationships with others
    b. Importance of job choices
    c. Planning for future work
    d. Community resources in job hunting and career planning
    e. Getting and holding a job
    f. Job opportunities
    g. Labor unions in the world of work
    h. Labor laws, pensions, and old age security
    i. Basic bookkeeping in the pay check

2. The work skills training course is a general pre-vocational training course in the use of basic tools, acquisition of manual skills, and the knowledge of skills needed in a large variety of industrial occupations. The scope includes industries located in the Northwestern United States as well as in the local community. Time is allotted for the study of skills in wood processing, metals, electrical power mechanics, plastics, and a variety of service occupations.

Extensive use of audio-visual aids, field trips, and resource speakers characterized these programs.

3. Work experience is a third and extremely important ingredient of the work orientation program. The work study method provides an alternative route to status and peer acceptance that these youth have not found through regular academic channels. The school and student oriented objectives of the work experience program were as follows:

"Student Oriented Objectives for Work Experience Program"

The work experience program provides students with the opportunity to:

1. Develop good work attitudes and habits
2. Have a successful experience in the adult world
3. Discover a more immediate application of school subject matter to a real life situation
4. Develop the ability to work with many different people in a real life situation
5. Gain recognition in the peer group
6. Develop a commitment to the community
7. Test their interests and expectations against the real expectations of a job situation
8. Gain elementary work skills

The school oriented objectives for work experience are as follows:

The work experience program provides the educational institution with the opportunity:

1. To better meet the needs of each individual student
2. To better prepare students for an effective decision-making role in the adult world
3. To provide more effective vocational guidance
4. To aid the school in gaining a better understanding of the problems and needs of the business community
5. To aid the school in providing meaningful learning experiences when those experiences can best be met outside of the school environment

D. Program Illustration: Work Experience Program in Oakridge

The implementation of the work experience program varied widely between the demonstration areas. While nearly every student enrolled in the demonstration class in Oakridge participated in this program, it was found to be extremely difficult to implement in conjunction with the classes in the junior high because of the minimum legal age requirements for most businesses.

It may be interesting to note briefly the process through which the program was developed in the Oakridge demonstration area where it was used most extensively. When the teacher-counselor first met with the administrators of Oakridge High School, they indicated that they were particularly interested in this aspect of the proposed program and would like to see it started at the earliest possible time. Consequently the teacher-counselor began contacting local businessmen even before the school year started. When several of the local businessmen had indicated their willingness to help develop a program of this type, the first of several developmental meetings was held at the high school. Some of the basic questions that were discussed were:

1. Should the boys receive pay for work during school time and for which the student also receives credit?
2. How much school credit would be given for the work experience?
3. How much control would employers have over which boy was assigned to them?
4. Should the boys be rotated to different businesses on a regular basis?

There were many other questions, of course, which came up in the development of this program, but these seemed to be the main issues of constant concern to just about every employer.

In order to develop the best possible programs for the students, school, and business community, experimentation with all of these questions took place over the two years of demonstration. As the program evolved, the following procedures seemed to be best for the Oakridge area:

1. Students were enrolled in a community work experience program for at least two consecutive class periods per day with most having three consecutive periods per day. In other words a student would work an afternoon in a local business.

2. The students received only school credits, one credit per school hour for work during the school day. However, employers were encouraged to periodically hire the boys after school hours for pay (this proved to be an excellent method of encouragement when used after the student's initial excitement about having a job, began to subside).

3. In order to achieve the most true to life experiences for the students, it was cooperatively decided that the teacher-counselor, after talking to the employer privately, should suggest to a particular student that there might be a job opening at a certain business establishment and that the student would then apply for the job on his own. In this way, while the boy had to go through a true job interview, he also had a very high chance of success. Neither the boy nor the employer were under any obligation as a result of this interview. Usually after the interview was over, the teacher-counselor would confer separately with the boy and the businessman. If things were acceptable to both parties the student was told to visit with the businessman again. It was usually during this second interview that the boy was hired by the employer. This procedure had the advantages of:

    a. Providing maximum flexibility.
    b. Providing experience in a real job interview that had a high potential for success.
    c. Encouraging students to seek employment on their own.

After a student was placed on work experience, the teacher counselor would meet with the employer on an on-going basis. Depending on the student and employer, this might take an hour or more a day for two or three weeks or longer. Gradually, as the employer gained more understanding of the purposes of the work experience program and more confidence in himself to help the alienated youth, this time commitment on the part of the teacher-counselor gradually reduced.

The teacher-counselor of course, met with the student daily in class and periodically in private formal or informal counseling sessions. This private counseling usually took place after school or in the evenings in the counselor's home.

One of the most significant teaching methods employed in the In-School Program, was the extensive use of field trips. These trips not only expanded the students knowledge, but also provided the students' with a first-hand experience with the World of Work. Because these field trips were extremely popular with the students, they provided an excellent subject matter vehicle. As a rule, the students would make all of the arrangements for the field trips. The procedure that was usually followed was:

1. There would be a class discussion to decide the type of business to be visited, when it would best fit into the on-going program and assign specific tasks to the members of the group.
2. Students writing letters to the business, getting clearance from the high school administration, making arrangements for the bus, etc.
3. After an affirmative reply from the business to be visited, the teacher counselor would usually contact the business by telephone to confirm the arrangements and specify more clearly than the students' letter had, the objectives of the trip and the objectives of the Lane County Youth Project program.

E. Out-of-School Program

The out-of-school aspect of the Educational Programs division, ranged from visits to the students' home, to semi-formal meetings with parents at the school and back again to informal activities with the students. The teacher-counselors' visits with the students and their parents in their homes began even before the school year started. Between the end of the summer workshop of 1964 and the beginning of that school year, the teacher-counselors met with the administration and selected faculty members to identify the students that the school personnel felt should be enrolled in this program. As soon as this identification was made, the teacher counselor visited with each student and the student's family, to explain the Lane County Youth Project program. During this visit, the student was asked if he would like to enroll in this new experimental class. No student was permitted to enroll in the educational program without the consent of the student and the student's parents. In this way the willing cooperation of both students and parents was enlisted to help develop this new program. Meetings of the parents of enrolled students were held periodically at the school. These meetings provided an opportunity for the teacher-counselor and parents to share common problems and explore alternatives together. Perhaps the most important aspect of our out-of-school program was the teacher counselor's direct involvement with the students in such things as fishing trips, basketball games, working on cars, chaperoning parties, or simply allowing and encouraging students to drop by the teacher-counselor's home and visit. It was these activities and the relationship that the teacher-counselor and students had with each other that probably brought the most praise, as well as the most apprehension, from the members of the demonstration schools staff.

F. Relationship to Other Divisions

From the very beginning of the Lane County Youth Project program this division has had a very close working relationship with the Community Development Division's youth workers. In fact, during the first-year program the youth workers were participating guests at the Division's weekly In-Service staff meetings. The inter-relationship of these two divisions probably reached its fullest development in the Oakridge demonstration area. The only two Lane County Youth Project personnel that were assigned to this area were the teacher counselor and one youth worker. As a consequence, it is nearly impossible to tell where the activities of the Education Division stop and the new program of the Community Development Division begin. In all areas, the teacher counselor and the youth worker dealt with essentially the same problem population. This division's relationship to the other divisions of the Lane County Youth Project varied widely between the three demonstration areas. Since the city of Eugene was the only area in which representatives from all of the divisions of the Lane County Youth Project were assigned, the education program in this area received the most service from these divisions. Some service from these divisions was available to the Junction City demonstration area, because Junction City had a full complement of Lane County Youth Project personnel and is within easy driving distance from Eugene. On the other hand, in Oakridge the relationship was usually via telephone and usually took the form of a request that either the teacher-counselor or youth worker do something for the other division so that the telephoning division did not have to send one of its own employees "all the way to Oakridge."

G. Relationship of the Central Office to Demonstration Programs

The Lane County Youth Project office in Eugene coordinated the programs in the three demonstration areas and played a strong support role to them. From the very beginning encouragement and counsel was provided through telephone calls, letters, and visits, from the Chief of the Education Division. The most important single service that was provided through the central office was the weekly staff meeting. These meetings took the form of an in-service training session. They were lead by the Chief of the Educational Program Division and Dr. Ray Lowe of the University of Oregon. Dr. Lowe served as a consultant to this division during the first demonstration year. Although these In-Service meetings provided many services, there were three that are worthy of particular note. First, the Youth Workers from the Community Development Division were guest participants. Their involvement in these meetings to a large extent explains the close working relationships and imilar philosophical approach shared between these two divisions. Another important function that these meetings provided was to allow the teacher-counselors to discuss problems arising from the program with each other. These discussions provided mutual encouragement and stimulated many new ideas, alternatives, and techniques. Finally, these In-Service meetings provided new knowledge to the staff. Certainly the efforts of Dr. Lowe and Dr. McAbee cannot be over-emphasized in this endeavor.

H. Staff Organization

Table of Organization

The organizational structure of the Education Division of the Lane County Youth Project is shown in the accompanying chart. (See Chart I) On it are depicted the relationships between the Chief of Education Division and the various personnel who served that Division.

The assignments, and certain characteristics of the incumbents were as follows:

1. Chief of Education Division:

Harold V. McAbee	July 1964 - July 1965
Age 45	Doctor of Education in Administration
19 years in teaching and school administration	
LeRoy D. Owens	August 1965 - Present
Age 32	Master of Education in Administration
8 years in teaching and administration	

2. Curriculum Development Associate:

Dorothy M. Burns	August 1964 - June 1965
Age 46	Doctor of Education in Administration
Marjorie Goss	June 1964 - August 1964
Age 40	Master of Arts

3. South Eugene High School: Teacher-Counselor

Chal Goss	August 1964 - June 1965
Age 41	Bachelor of Science in Accounting
2 years teaching experience	

Duane R. Buchtel Half-time August 1965 - June 1965
(See Woodrow Wilson Junior High School)

4. Junction City Senior High School: Teacher - Counselor

William Van Horn	August 1964 - June 1965
Age 37	Master of Education in Counseling and Guidance
Thomas Mercer	August 1965 - June 1966
Age 37	Some graduate studies and Bachelor of Science in General Studies
1-1/2 years teaching experience	

5 Oakridge High School: Teacher-Counselor

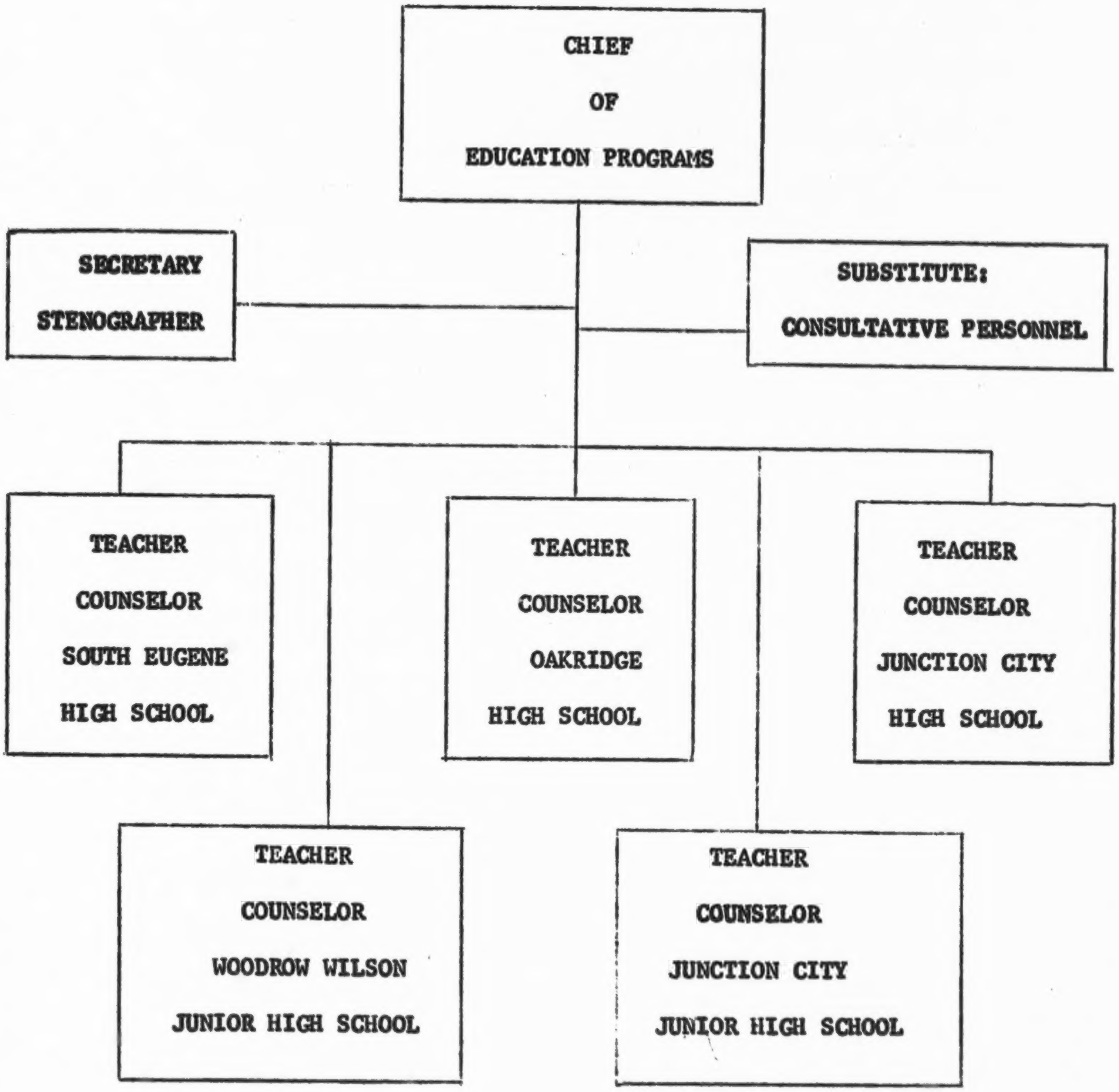
Roger Grabinski	August 1964 - Present
Age 28	Master of Education Emphasis - Guidance
No previous teaching experience	

6 Woodrow Wilson Junior High: Teacher - Counselor

Duane R. Buchtel		August 1964 - June 1965
Age 28	Half-time	August 1965 - June 1966
		Bachelor of Arts Education & Physical Education
3 years previous teaching experience		
Sharon M. Vincent		August 1965 - June 1966
Age 27		Some graduate studies & Bachelor of Science in Education
4 years previous teaching experience		

CHART I

ORGANIZATIONAL CHART **EDUCATION DIVISION**


CHIEF OF EDUCATION PROGRAMS
SECRETARY STENOGRAPHER
SUBSTITUTE: CONSULTATIVE PERSONNEL
TEACHER COUNSELOR SOUTH EUGENE HIGH SCHOOL
TEACHER COUNSELOR OAKRIDGE HIGH SCHOOL
TEACHER COUNSELOR JUNCTION CITY HIGH SCHOOL
TEACHER COUNSELOR WOODROW WILSON JUNIOR HIGH SCHOOL
TEACHER COUNSELOR JUNCTION CITY JUNIOR HIGH SCHOOL

I. Numbers, Characteristics, and Disposition of the Program Youth

1. South Eugene High School

The program operated at this school only one semester. The second semester of that year, the teacher-counselor had the class for one hour daily, and in addition acted in the role of counselor. During that time a total of twenty Sophomore youth were in the program. These enrollees were selected for the program on the basis of three criteria. First, the selection of males, second that the selectees have a history of behavior problems, and lastly, that the youth have a history of low academic achievement.

a. Characteristics

What then were the characteristics of this group of youth prior to their exposure to Program? Eighty-four per cent had had delinquency referrals. By comparison, there was an eight per cent delinquency referral rate for the Program Area Normals. The grade point average of Program group was 1.21 or slightly better than a 'D' grade. The group was dissociated from the school and became even more so as time passed. The Program Area Normals, on the other hand, had a group grade point average of 2.34 or a little better than a 'C' average.

Disposition

Of the twenty youth who started the project, five completed the program. Twelve dropped out of school. Three transferred to other classes or other schools. The drop-outs went to the Army, vocational schools, or correctional institutions.

2. Junction City Senior High School

The Program operated at this school for two years. During this time, forty-five youngsters went through the Program. Three girls were brought into the Program in the second year. This by-passed the first criteria of selection that the selectees be boys, for experimental purposes.

a. Characteristics

The characteristics of these groups prior to the Program were as follows: Fourteen per cent of the youth had delinquency referrals prior to Program. The Normal Group had an eleven per cent referral rate. The Program Group were reportedly dissociated from school and had a grade point average of 1.41, a 'D' grade. The Normals had a grade point average of 2.62 or a healthy 'C' grade.

b. Disposition

Of the forty-five youngsters served in the two years of this Program, thirty-one completed the Program. Six youngsters dropped out of the Program and school, while another six transferred to regular classes or other schools.

3. Oakridge High School

The Program operated at this school for two years also. During this period, twenty-two youth were served by the Program. These boys were selected on the same basis as the youth in the South Eugene Program.

a. Characteristics

What were the characteristics of this particular group? Thirty-one per cent had had delinquency referrals prior to the Program. Conversely the Normal Group in this area showed only five per cent delinquency referrals. Where the Program Group had a grade point average of 1.31 or a 'D' grade, the Area Normal group had a grade point average of 2.02 or a 'C' grade.

b. Disposition

Of the twenty youth served in the two years of Program in this school, fourteen completed the program to some extent--that is went through the full two-year Program period or joined sometime later in the second year and finished. Two youth dropped out of the Program and school. Two transferred to other classes, and two graduated from the first year Program. The drop-outs went to work or went into the services.

4. Wilson Junior High School

There was also a two-year Program at this school. The two Programs can be thought of as distinct, in that there was no carry-over of youth from the first year into the second. This Program handled forty-nine boys and girls in the two-year period.

a. Characteristics

The first year Program Group had a fifty-two per cent referral rate. Conversely, the Normal Group had a pre-referral rate of fifteen per cent. The grade point average of the Program Group was 1.29 or a 'D' grade, while the Normals had a grade point average of 2.62.

b. Disposition

Of the twenty-five youth who comprised the first year of Program at Wilson, fifteen completed the Program and went to Senior High School. Five of the youth transferred to regular classes and went to high school, and five transferred to other schools. Of these ten, nearly all went on to Senior High School. One went to a correctional institution and there is no follow-up on two.

The second year of Program at Wilson Junior High accommodated twenty four youngsters. Nineteen of these youth finished the Program and went on to high school. Four transferred to other schools. One girl dropped out to be married.

5. Junction City Junior High School

This school had a two-year Program. As was the case with Wilson Junior High, there was no carry-over of youth from one year to the next, so these Programs may be thought of as separate. Forty-five boys and girls were served by the Program during this time.

a. Characteristics

Only five per cent of the first year Program youth were delinquent prior to the Program. At the same time the Normal Group showed no delinquency at all. The Program Group had a pre-Program grade point average of 1.58 or a 'D' grade. The Normals had a grade point average of 2.35.

Seventeen per cent of the enrollees on the second year Program were delinquent prior to entry into the Program. Again the Normal group displayed no delinquency pattern prior to Program. The grade point average of the Program group was 1.69 while the Normal group had a grade point average of 2.00 or a 'C' grade.

b. Disposition

Twenty-two youth were enrolled in the first year Program at this school. Of the eighteen who finished the Program, twelve transferred into the Program at Junction City Senior High School. Six of this group went into regular classes. Four of the original twenty-two transferred to other schools. There were no drop-outs in this group.

The second year Program at this school served twenty-three youth. All but two of these enrollees finished the Program. One student transferred to another school and the other into regular classes. There were no drop-outs from this phase of the Program.

IV. Program Evaluation

A. Introduction

The evaluation of the Educational Program is in essence a study of the impact the Program may have had on both the schools and students. The Educational Program was to have wrought changes in the institutional make-up and to effect attitudinal and behavioral change in those students enlisted into the Program.

The research design established for the Educational Programs of the Lane County Youth Project, as was true with other programs, anticipated much larger programs than were actually carried out. The basic idea of the design was that control groups were to be selected from areas outside of Lane County, these comparison groups in education consisting of two facets (a) comparisons between demonstration and control schools and (b) comparisons between demonstration and control students. The original proposal called for the establishment of three control schools for each Program school of the communities treated, i.e., small city, rural-farm, and rural non-farm. This would have meant the establishment of three Program schools and nine Control schools and the establishment of appropriate groups of Program students and their controls. Due to budgetary cut and the funding of the Program at five per cent of the original requested amount, modifications in the original design were made.

The Project had to cut back to three Program schools and three Controls. The Junior High Schools added two Program schools and two Control schools to the study, but on a less intensive basis. These cut-backs and changes naturally affected the formation of the Program classes and the selection of recruits for them, as well as the availability of research staff for evaluation purposes.

1. Examination of Control Procedures

To gauge the effectiveness of control procedures selected for schools and for students, some consideration must be given to the extent to which comparison groups meet the criteria of equivalency.

a. Demonstration and Control Schools

In order to examine the effects of the education program on school structure, each of the demonstration schools were matched with a comparison high school in the quasi-control areas. South Salem High School was selected as a control school to be matched with South Eugene High School. Stayton Union High School was paired as a control school with Junction City Senior High School, as representative of a school in a rural-farm community. Santiam High School in Mill City was matched with Oakridge High School as a rural-non-farm community school. Junction City Junior High School was matched with Woodburn Junior High School (rural-farming) and Wilson Junior High School was paired with Leslie Junior High School in Salem (part of a small city). All of the control schools are in Marion County. No Junior High Schools were selected for the rural-non-farm communities.

b. Equivalency of Schools)

Whenever the question of controls arises, so also does the consideration of equivalency. The "experimental" and "control" groups should be nearly identical in composition. The purpose of the validation procedures to be used here is to examine the extent to which the experimental and control groups are in fact, similar. Two major blocks of information will be addressed in the validation procedures dealing with schools, data concerning: (a) student characteristics, and (b) teacher characteristics. The characteristics of the students will include the socio-economic back-grounds, the grade point average, and attitudes towards the school. The characteristics of the teachers will include sex composition of the faculties, educational training, rural-urban origins, teaching experience and attitudes.

2. South Salem High School - South Eugene High School

a. Student Characteristics

1) Fifty-nine per cent of the students of South Salem High School came from white-collar families compared to fifty-three per cent of the South Eugene High School students. The mean grade point average of South Salem students was 2.55 contrasted with a grade point average of 2.62 in South Eugene.

2) Sixty-eight per of the South Salem students did not think school was "dull and boring," while sixty-nine per cent of the students of South Eugene held the same attitude. Ninety-four per cent of the South Salem students *versus* ninety-seven per cent of the South Eugene students felt theirs was a good school to attend.

b. Teacher Characteristics

1) Fifty-two per cent of the respondents from South Salem were males, twenty-nine per cent had their masters degrees, and

nineteen per cent were raised in urban areas versus forty-one per cent who came from rural backgrounds. At South Eugene, fifty-nine per cent of the respondents were males, fifty-seven per cent had their master's degrees, and twenty per cent were raised in urban areas versus twenty-eight per cent coming from rural backgrounds.

2) At South Salem slightly over twenty-five per cent of the staff had sixteen or more years teaching experience, while forty-one per cent have three years or less. Conversely, fifty-three per cent of the teachers at South Eugene have sixteen or more years teaching experience, with only ten per cent having three years or less.

3) With regard to attitudes, ninety per cent of the South Salem respondents thought that schools should provide more vocational type courses, versus eighty per cent at South Eugene. Ninety-two per cent of the South Salem respondents thought the schools should provide better vocational courses, versus seventy-eight per cent at South Eugene.

c. Summary

Based on the qualities measured in the validation, the two schools are similar, but not identical. The students at South Eugene had a slightly higher mean Grade Point Average, but were nearly identical in manifest attitudes. Conversely, South Salem had slightly more students coming from white collar families. While the students were fairly well matched, the teachers showed greater discrepancies.

South Eugene High School is a more "professional" school than South Salem. There were nearly two times more master's degrees held at South Eugene. South Eugene is much more stable. Where over half of the staff has sixteen or more years teaching experience, only twenty-five per cent of the staff of South Salem is similarly experienced. South Salem High School has more staff who came from rural backgrounds, and the staff is more vocationally oriented than is South Eugene's.

3. Stayton High School - Junction City High School

a. Student Characteristics

1) Thirty per cent of the students of Stayton High School came from white collar families as compared with twenty-four per cent of the students from Junction City High School. The student body's mean grade point average is 2.52 (C grade) at Stayton, and 2.33 at Junction City High School.

2) Sixty-eight per cent of the Stayton students did not think school was "dull or boring," while seventy-one per cent of the Junction City students felt this way about their school.

b. Teacher Characteristics

1) Fifty-six per cent of the Stayton respondents were males, fifty-six per cent had their master's degrees, and eleven per cent were from urban backgrounds versus thirty-nine per cent who were from rural backgrounds. At Junction City High School, sixty-seven per cent of the respondents were males; like Stayton, fifty-six per cent had their master's degree. However, thirty-three per cent of the respondents came from urban backgrounds and twenty-eight per cent from rural backgrounds.

2) At Stayton High School, ten per cent of the respondents had sixteen or more years of teaching experience, while thirty-four per cent had three years or less. At Junction City High School, eleven per cent had sixteen or more years experience while slightly under twenty per cent had three years or less.

3) Eighty-three per cent of the Stayton respondents felt that the schools should provide more vocational type courses and a like amount thought that better vocational courses should be presented. Eighty-nine per cent of the respondents at Junction City High School felt that more and better vocational courses should be offered.

c. Summary

These schools, though not identical, were very similar in many of the qualities used for validation. Slightly more of the Stayton students came from white collar families and the student body had a slightly higher mean Grade Point Average. Both schools' students were nearly alike in expressed attitudes.

Both schools had an identical level of "professionalism," equal percentages had their master's degrees. Both had nearly the same percentages of teachers with sixteen or more years of experience, but Stayton had slightly more teachers with three or less years of educational experience. The Junction City High School teachers tended to be more urban. Three times as many came from urban backgrounds, while less came from rural backgrounds than those at Stayton High School. Slightly more of the Junction City High School teachers favored more and better vocational training than did their counterparts at Stayton High School.

4. Santiam Union High School - Oakridge High School

a. Student Characteristics

1) Twenty-seven per cent of the students from Santiam High School came from white collar families in contrast to twenty-one per cent in Oakridge. The mean Grade Point Average at Santiam was 2.50 versus 2.02 for the Oakridge students.

2) Sixty-nine per cent of the Santiam students did not think school was dull and boring, while seventy per cent of the students from Oakridge felt this way. Ninety-two per cent of the students at Santiam thought their school was a good one to attend, while ninety per cent of the Oakridge students felt this way.

b. Teacher Characteristics

1) Ninety per cent of the respondents from Santiam were males, and there were no masters degrees indicated; thirty per cent came from urban backgrounds and sixty per cent from rural backgrounds. At Oakridge High School, only fifty-four per cent of the respondents were males, twenty-one per cent of the respondents had masters degrees, and thirteen per cent had come from urban backgrounds with forty-six per cent from rural backgrounds.

2) At Santiam High School, ten per cent of the respondents have sixteen or more years teaching experience, and eighty per cent have three years or less. Of the Oakridge group. fourteen per cent had sixteen or more years teaching experience, while sixty-four per cent had three or less years.

3

1) Ninety per cent of the teachers from Santiam felt the schools should provide more vocational courses, while eighty per cent thought that better vocational courses should be offered. At Oakridge, ninety-six per cent of the respondents thought more vocational courses should be offered, and eighty-eight per cent thought better vocational courses were needed.

c. Summary

These schools, though similar, also show some differences. Santiam Union High has slightly more of its students coming from white collar families. The student body has a higher mean Grade Point Average than Oakridge. The attitudinal outlook of both student bodies is the same.

The disparity between teacher characteristics is more pronounced here. There were no holders of masters degrees at Santiam, and the staff seems much more mobile -- eighty per cent have three years or less teaching experience. The make-up of the staff is more rural in nature at Santiam, but it does have more staff from urban backgrounds than does Oakridge. Oakridge High School staff exhibits more concern for the quantity and quality of vocational training.

5. Leslie Junior High School - Wilson Junior High School

a. Teacher Characteristics

1) Thirty-eight per cent of the respondents from Leslie Junior High School were males. Of the respondents, thirty-eight per cent had masters degrees. Eight per cent came from urban backgrounds, while twenty-three per cent came from rural backgrounds. Fifty-five per cent of the respondents from Wilson Junior High School were males, fifty per cent had their masters degrees. Five per cent came from urban backgrounds, while thirty-three per cent came from rural origins.

2) At Leslie, thirty-eight per cent of the respondents have sixteen or more years of school, and twenty-one per cent have three years or less. Fifteen per cent of the Wilson school respondents have sixteen or more years of experience, while twenty per cent have three years or less.

3) Sixty-three per cent of the teachers from Leslie thought that the schools should provide more vocational courses and better vocational courses. Among the teachers from Wilson, seventy-two per cent thought the schools should provide more vocational courses, and sixty-one per cent thought the schools should provide better vocational courses.

b. Summary

These two schools were also dissimilar in some areas of comparison. There were more masters degrees at Wilson Junior High. Both schools were nearly alike in terms of staff originating in urban backgrounds; but more of the staff at Wilson came from rural areas than did staff at Leslie Junior High. The staff at Leslie tended to be more stable in that there were two times as many teachers with sixteen years of experience, while the percentages of teachers with three years or less of experience were nearly identical.

More of the staff at Wilson favored more vocational education courses, but slightly less favored better vocational courses than did the staff at Leslie Junior High.

6. Woodburn Junior High School - Junction City Junior High School

a. Student Characteristics

1) Thirty-four per cent of the students from Woodburn Junior High School came from white collar families, and had a Grade Point average of 2.00 (C grade). The students of Junction City Junior High School had a Grade Point average of 2.34.

2) Sixty per cent of the Woodburn students did not think school was "dull and boring." Eighty-four per cent thought their school was a good school to attend.

b. Teacher Characteristics

1) Sixty-six per cent of the respondents from Woodburn were males, and forty-four per cent had their masters degrees. None of the respondents came from urban backgrounds, while twenty-two per cent came from rural beginnings. At Junction City Junior High School, fifty per cent of the respondents were males, sixty-five per cent had their masters degrees. Fourteen per cent came from urban backgrounds, while twenty-eight per cent came from rural backgrounds.

2) At Woodburn, twenty-seven per cent of the respondents had sixteen or more years of experience, while nine per cent had three years or less. The Junction City group show that thirty-one per cent had sixteen or more years of experience, and thirty-one per cent had three years or less.

3) Seventy-seven per cent of the teachers at Woodburn thought the schools should provide more vocational training and eighty-eight

per cent felt that it should be better. At Junction City seventy-eight per cent of the respondents felt that the school should provide more vocational courses and that the school should provide better vocational courses.

c. Summary

There were differences between these schools which might detract from their equivalency. In comparison to Woodburn, more of the staff of Junction City Junior High had master's degrees, more came from urban backgrounds, and slightly more came from rural backgrounds. Although slightly more of Junction City Junior High staff had sixteen or more years of experience than did Woodburn's, there were also three times as many with three or less years of experience, tending to make Woodburn appear a more stable school.

Nearly identical percentages from both staffs felt the schools should provide more vocational courses; on the other hand, more of the Woodburn Junior High staff felt that better vocational courses should be provided.

B. Equivalency of Control and Program Youth

A second kind of comparison grouping that needs to be examined consists of the aggregates of individuals directly served by the program, and their "controls." Prior to pairing the youth to be used in the Matched Comparison Groups, an aggregate pool had been established for the Program and Control areas. Seventy-five boys comprised the Lane County or Program group, and ninety-eight boys comprised the Marion and Linn County or Control group pool. These boys had been selected (by school personnel) for the Program and Control Groups because of their history of trouble in school, low achievement, and delinquency. From these two aggregate pools of youth, the Matched Comparisons Groups were made up.

In addition to these specially selected youth, other youth from the Program and Control Areas were randomly selected to serve additional control functions, both internal and external to the Program area.

1. Matched Comparison Groups

From the seventy-five boys in Lane County and the ninety-eight boys in Marion and Linn Counties, fifty-seven boys from each group were matched on a holistic method to provide a more detailed, better controlled pair of comparison groups. The pairs of boys were matched on such variables as socio-economic background, grade point average, delinquency records, school behavior and attitudes, and family structure. The pairs of boys were matched to arrive at nearly identical profiles. This method was utilized only because, at the time that the design was developed, the matching procedure was thought to be one of a pre-test nature. This profile-matched design does not have the power of the classic randomization or matching procedures.

2. Normal Comparisons Groups

A third group of young people which can serve as a Control population this design consists of groups of randomly selected non-program Lane County youth and a similar group of randomly selected "normal" youth from the Control areas in Marion County.

3. Characteristics of Program and Control Groups

a. The Matched Comparison Groups

Of the total fifty-seven youth comprising the Lane County group in the matched comparisons, thirty-three per cent were delinquent prior to the initiation of the Education Program. Only twenty-two per cent of the Marion County matched group were delinquent prior to the Program years. Comparison of program effects between these two critical groups which are carried through much of the evaluation comparisons will have to take into account the fact that the program group is slightly more deviant at the onset of the program.

b. The Normal Comparison Groups

Eleven per cent of the Normal population in Lane County was delinquent prior to the start of the Program, while only three per cent of the randomly selected normals from Marion County were delinquent.

c. The Most Important Comparisons are Those Between the Individual Schools

1) South Eugene High School - South Salem High School

Prior to the onset of the Program, 58% of the Matched Program Group was delinquent and had a mean average grade point of 1.14. This compares with 32% delinquency in the Matched Control Group prior to Program and a mean grade point average of 1.55.

2) Junction City High School - Stayton Union High School

Prior to the onset of the Program, 14% of the Matched Program Group was delinquent and had a mean grade point average of 1.41. The Matched Control Group had a pre-Program delinquency rate of 14% and a mean grade point average of 1.49.

3) Oakridge High School - Santiam High School

Thirty-one per cent of the Matched Program Group were delinquent prior to the onset of the Program and had a mean grade point average of 1.31. The Matched Control Group had a pre-Program delinquency rate of 13% and a mean grade point average of 1.30.

4) Summary

Examination of the data shows that the South Eugene High School Group is not perfectly matched with its Control. It is more delinquent and has a lower grade point average. The Junction City High School Group is relatively closely matched with its Control. The delinquency rates are identical and there is very little difference in the mean grade point averages. Oakridge High School is more delinquent than its Control Group, but is evenly matched on the mean grade point average. In examining the effects of the program, attention will have to be given to these differences, especially in the case of South Eugene High School.

ANALYSIS OF PROGRAM EFFECTS

A. Effects of the Program on Demonstration Youth

1. Delinquency

a) South Eugene High School. Comparison of delinquency rates after the onset of the program reveals no evidence that the program conducted in South Eugene High School was effective in reducing delinquency. In the matched experimental group, 74% of the boys accumulated a delinquency record after the onset of the program, compared with 58% in the matched control group. However, any initial conclusion about possible negative effects of the program must be tempered by recognizing that the experimentals started off as a more delinquent group prior to the start of the program (58% of the experimentals versus 32% of the controls having had referrals before the program). Delinquency was more common in both groups, in other words, during the period before the program. Nevertheless, it seems clear that the educational program in South Eugene was not effective in reducing the extent of delinquency in this group of youngsters.

b) Junction City High School. It appears that in Junction City High School, as in South Eugene, the program during its period of operation was not effective in reducing juvenile delinquency. A total of 27% of the matched experimental group, compared with 14% of the matched controls, showed delinquency referrals in the period after the program began. In this case, the experimental and control groups started out with equal percentages of delinquent youngsters (14%) at the onset of the program.

c) Oakridge High School. The program in Oakridge is the only one where some evidence emerges of program effect on reduction of delinquency. In the period after the onset of the program, 19% of the matched experimentals became delinquent, compared with 38% of the Mill City matched controls. The difference between the Oakridge experimentals and the Mill City controls becomes even more startling when we take into account the fact that the experimental group had a much higher rate of delinquency at the start of the program (38% compared with 13%). (See Table 3.) The actual decline in the proportion of delinquent students observed in Oakridge is unique. In none of the other communities did such a reduction occur. In one instance the rate remained stable (Stayton), while the rate increased in the other four communities. While delinquency was not eliminated in the demonstration population in Oakridge, it seems fairly clear that something was operating to reduce the extent to which these students became referrals to the Lane County Juvenile Department.

2. Academic Performance

a) South Eugene High School. There is no discernible effect of the program in South Eugene High School on the academic performance of demonstration youth. The grade point average of the experimental group fell from 1.14 before the program to 0.81 after the program, a drop of 0.33. This drop, as was true with the increase in delinquency, cannot be interpreted as a negative effect of the program alone since similar declines in mean grade point averages were noted in the control group (1.55 to 1.20, a drop of 0.35), and in the "normal" students in South Eugene (2.62 to 2.38, a drop of 0.24) and in South Salem (2.55 to 2.33, a drop of 0.22). While these declines in grade point averages in the other populations suggest that some of the drop in performance was to be expected, clearly if the demonstration program had had any impact on performance some kind of positive differential would be observed in the program group. No such effects are observed.

b) Junction City High School. While there was some improvement in the academic performance of the Junction City experimentals (a pre-program mean grade point average of 1.41 being raised to a post-program average of 1.50), this improvement is balanced by a greater improvement on the part of both the matched control group from Stayton (1.49 to 1.75, a gain of 0.26 points), and in the "normal" populations in both the demonstration (2.33 to 2.61, a gain of 0.28) and the control (2.52 to 2.71, a gain of 0.19). As a consequence of these "natural" gains, no significance can be attached to the slight positive improvement in the experimental group.

c) Oakridge High School. The greatest improvement in mean grade point for any of the program or control groups occurred among the Oakridge experimental group. The mean grade point average for this group improved from a pre-program level of 1.31 to a post-program 1.79, an increase of 0.41. The matched control group also improved considerably, going from 1.30 to 1.65, a rise of 0.35. What is significant, however, is that the rise in grade point average of the control group was matched by an almost identical rise in the "normal" population of the control school (2.50 up to 2.83, a rise of 0.33), while there was virtually no improvement in mean grade point averages in the "normal" group of the demonstration high school. That is, the rise in the experimental group was not shared by other students in the experimental high school, while the control group shared in the rise that characterized all students in the control high school. The improvement in academic performance among the experimental students in Oakridge, then, appears to represent a positive impact of the educational program conducted in that school.

3. Summary

There is no evidence that the program reduced delinquency in South Eugene High School. In fact, delinquency increased in the experimental group. Neither was there evidence of improvement in academic performance as a result of this program. The grade point average dropped, but it must be said that the grade point averages of the Normals and the Controls also dropped. Still, if the Program were to have had an effect, grade point should have risen. The type of Program carried out here apparently was not conducive to reducing alienation among this target population.

Delinquency was not reduced at Junction City High School. Although the Program and Control schools started out with the same rate of delinquency, there was a greater increase in the Experimental Group than there was in the Control Group. There was some increase in the grade point average, but these gains are off-set by concurrent increase in the Normal population and in the Control Group. The increase in grade point in the Experimental Group could very well have been a facet of the general increase which took place overall.

Delinquency was reduced in the Oakridge program. Here the Experimental Group showed less delinquency post-program than did the Controls, in spite of the fact that the Experimental Group was considerably more delinquent at the start of the program. There was also a substantial increase in the academic performance of the youth, measured in the grade point averages of the Experimental Group. This rise took place while there was no concomitant rise in that of the Normal population from the same demonstration school. The Control Groups' grade point underwent a rise too, but so did the grade point of the whole Control school.

B. Institutional Effects

1. Introduction

The educational programs of the Lane County Youth Project were concerned with changes not only of the behavior of youth, but in the educational system as well. Accordingly, some evaluation must be made of the impact of the program on the schools. Institutional change as covered in this section embraces three areas: teacher change, curriculum content (vocational courses and special programs), and teacher receptivity to program.

a) Teacher Change covers the general area of teachers' attitudes towards students and vocational education. Teachers were sent questionnaires at the end of the first and second year programs, to determine their attitudes prior to the onset of program and at two different points while program was being carried out. From these questionnaires, three questions felt to be representative of their attitudes were selected for analysis.

b) Vocational Courses and Special Programs cover the information derived from computing ratios of vocational course workload relative to the general workload, and information gleaned from interviews with administrators. It was supposed that the program would have a stimulative effect on the program schools and result in self-generated vocational education courses and special programs to aid the underachieving and dropout-prone students. These factors were to measure progress in that direction.

c) Teacher Receptivity of Program covers the general area of the success of program to influence teachers and serve as a measure of the capacity of the various faculties to adapt to innovation. It is a measure of how well the teachers accepted the Educational Program of the Lane County Youth Project. (The specific questions may be found in the sample questionnaire in the appendix. See questions numbered 31, 33, 34, and 35).

2. South Eugene High School

a) Teacher Change

(1) Seventy-five per cent of the teacher respondents felt that the non-college bound had not been equally provided for educationally at the onset of the program. Fourteen per cent thought they had, and 6% thought they had been better provided for. Eighty-seven per cent of the control school teachers thought the non-college bound were not equally provided for. By the second year, 86% of the South Eugene respondents thought that the non-college bound were not equally provided for, while 76% of the South Salem control school thought this was true.

(2) Initially 78% of the South Eugene respondents thought the schools should provide better vocational education courses for the non-college bound, compared with 92% who felt this at South Salem. By the second year, 74% of the South Eugene respondents felt better vocational courses should be offered compared to 80% at South Salem.

(3) In response to the statement that dropouts had made their choice and effort and money would be wasted to help them, in the first year 79% of the South Eugene respondents did not think so; this group is lower than the 97% who didn't agree at South Salem. By the second year, 93% of the South Eugene teachers did not agree with this statement, compared to 82% from South Salem.

b) Vocational Courses

(1) An examination of available data shows there has been no increase in vocational course-load (defined by the ratio of vocational course hours and the total school course load) during the period the program was in effect.

(2) One of the goals of program was to encourage "transferability" of ideas and programs, so that the school would carry on when the Project phased out. At the time data were gathered for this report (July, 1966), it did not appear that this goal had been achieved. It was hoped that a special vocationally oriented project developed at the district level (by an Ex-LCYP-Program-teacher-counselor) would be instituted. South Eugene was to be one of four local high schools in this project which involved on-the-job training and classroom work. This school would have had the house construction part of the program. To date, the school has not incorporated this project in its curriculum. Some more recent developments in this school will be discussed later in this report.

c) Teacher Receptivity of Program

(1) At the end of the first-year program at South Eugene, 94% of the respondents knew about or were familiar with the program. This figure dropped to 81% by the end of the second year of program. A closer analysis of the two years showed that 57% of the second-year respondents only knew about the program, but not much, while only 24% were familiar with the program. This was a reversal of the categories of the first year.

(2) Sixty-five per cent of the teachers indicated initial approval of the program. Asked again at the end of the second year their initial approval of the program, 55% indicated they had originally approved of the ideas behind the program.

(3) Asked the question, "Now that the program has been in effect one year, how do you like it?" Only 47% indicated approval at the end of the first year. By the second year this figure had dropped to 31% approval.

(4) On the first year questionnaire, only 18% of the respondents thought their fellow teachers approved the program. At the end of the second year, 20% thought this true.

d) Summary. While the respondents at South Eugene High School had a lower showing in feeling that the non-college bound were not equally provided for educationally at first, by the second year there was an increase of 11%. At the same time the Control school dropped 11%. Four per cent fewer thought better vocational courses should be provided for the non-college bound by the second year, while there was a 12% drop at the Control school. The same reversal is seen with reference to attitudes about dropouts. The South Eugene respondents showed an increase of 14% of teachers who would help dropouts regardless of cost, while South Salem dropped 15% during that time.

There was no increase in the ratio of hours of vocational education to total work-load during the program period. Nor were there any special programs inaugurated during this time for the benefit of low achievers or dropout-prone students.

While there were no special programs, the former South Eugene teacher-counselor developed a vocational training project which was to have been inaugurated at the district level and put into operation at four high schools.

Finally, the program lost heavily in terms of recognition or familarity at this school. (It was in effect only one year full-time and part-time after that.) This is evidenced by the fact that only 24% of the respondents indicated familiarity with the program by the second year. Further, while 65% of the respondents indicated initial approval with the program, after one year's operation only 47% indicated approval of it. After two years only 31% indicated approval. Perhaps more important was the indication that respondents felt only 18% to 20% of their fellow teachers approved of the program---a much more valid appraisal of acceptance since a person may answer approvingly for himself but indicate his true feeling by reporting what he thinks others feel.

This analysis must be augmented by the understanding that the program was phased down after its first year of operation. This alone would affect measures on program familiarity and approval.

3. Junction City High School

a) Teacher Change

(1) When queried in the first year, 89% of the respondents from both Junction City High and the control school, Stayton Union High, thought that the non-college bound were not equally provided for educationally. Eleven per cent of the Stayton teachers thought all students were equally provided for. At the end of the second year, 92% at Junction City and 100% at Stayton thought students were not equally provided for.

(2) Initially, 89% of the Junction City High respondents thought better vocational courses should be provided, compared to 92% at Stayton. At the end of the second year, only 69% of the respondents felt this way at Junction City, while 92% of the Stayton felt better vocational courses should be provided the non-college bound.

(3) In response to the statement that dropouts had made their choice and it would be a waste of time and money to do anything for them, 72% of the Junction City High and 97% of the Stayton High teachers disagreed with this statement at program onset. By the end of the second year, 70% of the Junction City respondents and 82% of the Stayton respondents felt this was not true.

b) Vocational Courses

(1) It appears that there was no significant increase in vocational load during the time the program was in effect. The variability observed is normal fluctuation related to the number of enrollees from year to year.

(2) The interviews with the administrators showed no large-size special projects geared to the needs of low achievers or dropout-prone youth. Some of the low achievers were being used in elementary schools to help with the physical education groups on playgrounds, but this did not seem to be a systematic program.

c) Teacher Receptivity of Program

(1) All the respondents had heard of the program by the end of the first year. The same was true the second year.

(2) Seventy-two percent of the respondents indicated that they were initially in favor of the Program. At the end of the second year about 70% still indicated that their initial impression of the Program was favorable.

(3) When asked how they thought of the Program now that it had been in effect one year, only 34% indicated they felt favorably toward it. At the end of the second year 46% indicated favor on this question.

(4) Forty-five per cent of the respondents thought their fellow teachers were in favor of the program at the end of the first year, while only 38% thought this was true at the end of the second year.

d) Summary

While initially 89% of the respondents from the two schools felt that non-college bound were not equally provided for educationally, these percentages increased over time, 3% and 11% respectively. However, there was a 20% drop in respondents who felt that the schools should provide better vocational courses for the non-college bound. The percentage of these respondents at Stayton High School stayed at 92% for both years. There was a drop of 2% at Junction City High School in the respondents who did not feel it a waste of time and money to help dropouts. Simultaneously, the percentage of Stayton respondents dropped 15% on the same statement.

At Junction City High School too, there was no increase in the vocational education workload relative to the general workload indicating there was no special emphasis on providing vocational education for those who might need it. There were also no special programs instituted. There was an on-going program, but hardly sufficient to meet the needs of under-achievers in preparation for the work-world.

All the respondents for both years had heard of the program when queried. There was only a 2% drop from the first year to the second year of those people who initially approved the program. However, slightly more teachers here approved the program than at South Eugene. And there was increase in the percentages of respondents who favored the program after it was in effect from the first year to the second. But at that, it was an increase from 34% to 46%, still less than half the staff. While 45% of the respondents felt their fellow teachers were in favor of the program the first year, this figure dropped to 38% at the second year.

4. Oakridge High School

a) Teacher Change

(1) Initially, 88% of the respondents thought that the non-college bound were not equally provided for educationally. Only 60% of the Santiam teachers felt this was true. While 4% of the Oakridge teachers thought all students were equally provided for, 30% of the Santiam High School respondents felt this way. At the end of the second year 75% of the Oakridge teachers felt that the non-college bound were not equally provided for, while 70% of the Santiam teachers felt this way.

(2) At the end of the first year, 88% of the Oakridge teachers thought better vocational courses should be provided for the non-college bound, while 80% of the Santiam teachers felt this way. At the end of the second year, 81% and 80% respectively felt this way.

(3) Did the Oakridge teachers think it was a waste of time and money to help dropouts? Ninety-two per cent of them did not think so; however, 100% of the Santiam teachers did not think so either. At the end of the second year, 88% of the Oakridge teachers and 80% of the Santiam High School teachers did not think so.

b) Vocational Courses

(1) There has been a slight upward shift in the vocational student hours in Oakridge High School. This may not necessarily be program effect, however, since there was a shift upwards in the two other areas also.

(2) A much needed developmental reading program was generated in Oakridge beginning in the fall of 1965, for helping students who had low reading levels. Many of the youth from the L.C.Y.P. program were helped here. The program used and is using materials introduced by the Project. Two additions were made to the guidance staff during the 1965-1967 period. Further, the teacher aide program was expanded.

(3) The teacher-counselor demonstrated that low achievers were as capable of performing clerical tasks and helping teachers as were the high achievers. This demonstration included the use of one of these students as a "teacher" for a history class for one week.

(4) Recognizing the worth of the work-experience program initiated by the Project, the Oakridge school administration exerted every effort to continue it when the program phased out. Although efforts to get a new staff person or release time for an existing staff member failed, the school principal and the athletic director in addition to their other duties have pushed for expansion of the teacher-aide program to augment the experience of low-achievers. The use of these youth is being developed with the area's elementary teachers, through the help of the teacher-counselor from L.C.Y.P.

c) Teacher Receptivity of Program

(1) Initially, all the respondents had heard about the program or were familiar with it. By the second year this percentage had dropped to 88%.

(2) At the end of the first year, 71% of the respondents reported that their initial response to the program had been favorable. This figure rose to 75% at the end of the second year.

(3) When these teachers were asked, "Now that the program has been in effect for one year, how do you like it?" Seventy-nine per cent were in favor of it, while in response to this same question at the end of the second year, 88% indicated they were in favor of it.

(4) On the first questionnaire, 33% of the respondents indicated that they thought their fellow teachers were in favor of the program; at the end of the second year, 62% indicated that they thought fellow teachers approved the program.

d) Summary

There was a 13% drop in percentage of those respondents from Oakridge High School over two years who thought that the non-college bound were not equally provided for educationally. (This might well be related to program success there.) However, there was an increase of 10% at Santiam of teachers who felt there was an inequality. There was also a drop of 7% of Oakridge respondents who felt better vocational courses should be provided, while Santiam held constant in this response category. There was a slight drop of 4% of the Oakridge teachers who felt it would not be a waste of time and money to help dropouts, but Santiam dropped 20% in this category.

C. Program Developments

The Educational Programs of the Youth Project, as was true in other areas, underwent changes in emphasis as the demonstration period progressed. This was especially true in the last few months of the program. In part, these changes were a function of staff re-examining the question of how they might bring about the greatest impact in the demonstration schools. Another factor in school programming, however, was that the last year of program did not match with the academic year, so that classroom programs were not possible. While many of the following programs took place late in the demonstration period and could not, therefore, be evaluated, nonetheless a description of these is necessary if full accounting of the Educational Programs Division is to be provided:

1. Inservice Seminar Development

As a result of the experience of the first two years of the Project, the Educational Programs Division staff felt the need for total involvement of school staffs in attacking the problem of the generation of alienation in the schools. They began the development of Inservice Seminars to combat this problem. The approach began with development of two seminars each at Junction City Junior High School and Wilson Junior High School. These schools are part of two demonstration areas. Very recently, the principal and some of the teachers from South Eugene High School have been developing seminar sessions in that school.

These seminars used visiting consultants and were carried on with the involvement of the University of Oregon and the Division of Continuing Education. Seminar participants paid a tuition fee and were allowed university credits.

The content of the seminars arose from the expressed needs of the participants, which generally moved from discipline and student problems to the problems of alienation. The experiences gained from these seminars led to the development of the Summer Workshop, the first one of which took place during the summer of 1966. Participants in the Workshop were selected from many schools in the area, including the demonstration schools. The participants then carried the ideas back to their individual schools and discussed the content with their fellow teachers to create new demands for similar Workshops dealing with alienation.

2. The "Mobilab" Concept

As the spring seminars developed in 1966 it became increasingly obvious that in-service seminars were definitely needed, to be based within the school with the total staff and designed around their specific needs. It was obvious, also, that outside resources were needed to help most schools continue such programs. From this backgroud the Mobilab In-service Teacher Training concept evolved. Plans were made for the Education Division Summer Workshop which was to make heavy use of video taping and playback equipment to help teachers see themselves as they were in their classrooms. Following the Workshop, the program development team of the Education Division reworked the Mobilab proposal to involve various agencies and school districts in its planning. The groups presently involved and assisting in seeking resource funding include the State Department of Education, Teacher Training Department; the Monmouth Teacher Research Division; the Northwest Regional Education Lab in Portland; the Division of Continuing Education, state and local; the University of Oregon; the Lane County Youth Study Board; and the Intermediate Education District, including 17 school districts in Lane County.

At present there are three separate proposals under consideration: (1) The planning and operation grant to be submitted under Title III of the Elementary and Secondary Education Act to provide a county-wide program including total staff school seminars and a summer institute and establishment of a Mobilab supplemental center in Eugene; (2) Division of Continuing Education is proposing a state-wide program to be funded, possibly in January of 1967, to test the feasibility of providing Mobilab resources to the various state programs; and (3) the National Defense Education Act Guidance and Counseling has resources remaining to be spent during this current fiscal year. The Advisory Committee of this third funding source is considering a Mobilab Counselor In-service Training Program to be initiated March 1, 1967 and end in the summer of 1967.

The Mobilab staff, in addition to assisting the various workshops and seminars of the Educational Programs Division of the Lane County Youth Project have assisted in the preparation of numerous sample tapes, i.e., vocational and pre-vocational tapes for classroom use to bring the World of Work to the classroom, Project Head Start training tapes, Juvenile Court Summer Institute demonstrations, and many others. As a result, numerous agencies are requesting Mobilab services and several are purchasing their own Mobilab equipment. For example, the Bethel School District has invested in Mobilab equipment and is continuing its own in-service teacher training program. The local Juvenile Court has similar intentions on a like scale. The Intermediate Education District, because of interest generated by the pre-vocational sample tapes, is considering future investment in video taping equipment.

3. Community School Concept

This idea was brought into the area from the Community School Program at Flint, Michigan. The concept basically is a community development plan utilizing the resources of the schools. Community development in this scope is the bringing together of various strata of people in the community through adult education, recreation for children, and cultural enrichment. The application here has been seen especially in the development of a cultural enrichment program in the Oakridge demonstration area. The method has been to involve the schools, parents, children, senior citizens, and representatives of the local power structure. Other programs are being explored in the Junction City and South Eugene demonstration areas.

D. Summary and Conclusion

To determine what effect the Educational program had on the three high schools in which it was carried on, an elaborate experimental model was generated. In this model, the experimental schools were matched with an equivalent set of control schools. The measures of equivalency were based on geo-environmental factors, student characteristics, and teacher characteristics.

The geo-environmental characteristics included matches based on location and size of school, the rural-urban nature of the community in which it is located, and the type of school -- Junior or Senior High School. The student characteristics included socio-economic background, grade point averages, and attitudes towards school. The teacher characteristics included sex, educational training, rural-urban origins, teaching experience, and attitudes.

The schools, though not identical, were very similar in many ways. As a group, the experimental schools had a slightly lower grade point average than did the controls, and fewer of the students came from white-collar families. However, the manifest attitudes of the students were the same. The experimental school staffs tended to have more teaching experience, to be more credentialed, but less rural in background, yet manifested nearly the same attitudes as the Control school teachers.

Turning to an analysis of the impact of the programs, it was found that, contrary to expectancy, delinquency was not reduced in the South Eugene group, nor was academic performance improved. Certainly it can be said that the demonstration group was more delinquent and had a lower grade point average than its control group, both qualities providing much more severe obstacles to be overcome. The point is that delinquency increased and grade point average dropped severely. Further, this group had the highest dropout rate of any of the demonstration groups.

1. In South Eugene, there was no institutional change in terms of providing more and better vocational courses or programs for the alienated youth. However, the ex-teacher-counselor was responsible for the development of a district wide vocational training and practical work program to be used in four high schools. This program has not yet been put into operation. There was some recent indication of more "open" teacher attitudes relative to the category of alienated youth, which is reflected in the development of inservice seminars with the Educational Programs Division during the last weeks of the Project.

   Examination of teacher attitudes has shown that the original program lost heavily in terms of recognition or familiarity over time, and did lose in terms of teacher acceptance.

2. The Program at Junction City also failed to reduce delinquency, but produced a minor rise in grade point average. The effect here was offset by the results in the Control Area so that, in effect, what happened in Junction City could have occurred without the program. The dropout rate from school and program was low.

   Outside the courses provided by the program, there was little institutional change in terms of more or better vocational courses or program for the alienated students in Junction City. There was a shift in teacher attitudes relative to the alienated youth, implying an increased awareness but not necessarily in favor of the youth. Although the program gained in favor over time, still less than half showed their awareness. Recently, the Junction City school staff has been involved with the Educational

Programs Division of LCYP in developing the Community School concept. It is unfortunate that this development has taken place too late to be included in the formal evaluation.

The Program at Oakridge is the only one showing a reduction in delinquency, in spite of the fact that the group had a higher delinquency rate than its Control school. The mean grade point average also was significantly increased, far more than the general increase which took place in the "normal" at both the control and demonstration schools. The school has added a developmental reading program for low achievers; two new personnel to the guidance staff; an expanded teacher-aide program with improvements in the scope of this program; and a boys' Home Economics class. There were minor downward shifts in teacher attitudes relative to alienated students, but there was an increase in acceptance of the program.

Certainly many factors could be assessed in appraising the success or failure of the program. The same holds true for parts of the program. The variables in the Education analysis alone are not sufficient to draw conclusions about program effect at each of the schools. Other factors have to be evaluated. Strong consideration must be given to the extent to which community, institutions, and agencies became involved.

The school system is the modality in which the program took place. Therefore, an important consideration for program success or failure is the integration of program in the school. It was necessary for nearly total cooperation and understanding by the staffs and administration of the program schools to help it succeed. Yet this factor was certainly missing in two of the schools. An examination of the data succinctly establishes that many of the staff were unaware of the program or were indifferent to it, and certainly were not bound to the type of student the program was designed to aid. In two of the schools, the administration was not favorably committed to the program. There is also every indication that the community was not aware of or concerned with the program.

Internal segregation of the program is another important consideration. The one factor that raised much critical feeling about the program in two of the schools was the segregation of its classes from the rest of the student body and teachers. This was indeed a point of vulnerability. In this respect, everyone critical of the program needed only to point to the teacher-counselor or the program youth. At no time would any of the staff of either of the two less favorable schools be required to accept responsibility for short-comings of the group. This was a program error. Further, it is the antithesis of integration. This isolation led to incidents of conflict between administration or staff and program youth who violated rules set down for the total student body. The principal of one school has pointed out the difficulties such a program encounters:

> "It might be possible to hold such a class if it was held in isolation in a school of its own. It might then achieve the ends desired for both flexibility and for individual attention. But to place it within the framework of a regular school -- with the regular school's inflexibility of scheduling and need for rules, regulations, and discipline of a somewhat different nature than that intended for Project students -- was to cause a situation that was, for the youngsters themselves, intolerable."

Understandably, program's approach to the alienated youth tended to be permissive and democratic in order to counteract the antipathy felt by the youth toward the traditional authoritarian school approach. In one instance, however, it appeared that this tendency resulted in over-permissivity and a general deterioration of relations between program and the school administration. Consequently the school administration's reaction was imposition of discipline and authority.

Certainly had the program been totally integrated into the school system with the workload falling on the shoulders of many instead of just the teacher-counselor, youths might have been re-integrated into the society which rejected them and which they rejected. The success of the program at Oakridge indicates that such a program can succeed. It is no surprise to find that the program at Oakridge avoided all the same areas of conflict which befell the other programs. The salient feature in Oakridge was totality of involvement.

Looking beyond the period the program functioned, several new developments emerged with the change in program emphasis. These new techniques show promise and wider acceptance and currently are being incorporated on various levels in the educational system in the State.

The first of these is the In-service Seminar. The In-service Seminar was conceptualized after it became apparent in the Educational Division that the total involvement of school staffs was necessary to attack the problem of alienation generation in the schools. Those involved have been carrying back the ideas and solutions to problems of alienation to their parent schools and generating interest and need for more seminar sessions.

A second development has been the Mobilab concept. This idea of the use of television monitors in the classroom and seminars for the critical exploration of behaviors relative to alienated and other students is a practical training development. Through this process it is expected that teachers will be brought to change by observing themselves. The idea has wide-spread acceptance, not only locally, but on the State and regional levels.

Finally, a third program is the Community School concept. This is basically a community development plan utilizing the resources of the schools. The goals are cultural enrichment, recreation, and adult education agreed upon by numerous people of all levels in the community. This program has achieved various stages of development in the demonstration areas.

CHAPTER IV

YOUTH EMPLOYMENT TRAINING PROGRAMS

CHAPTER IV: YOUTH EMPLOYMENT PROGRAM

I. PROGRAM OVERVIEW

The Employment Training Center (ETC) was formally opened in October, 1964, funded in the amount of $286,920 by the Office of Manpower and Automation Training (OMAT). A total of 476 young people were served during that program's funding period. The Center continues to operate, even though the original OMAT contract expired in September, 1965. By February, 1967, it is expected that 675 youths will have been served by the Center.

A. Program Support

Program support has come from sources other than OMAT. These include:

1. MDTA Institutional Skill Training which served 160 people at a cost of $288,850. The first courses began in November, 1964.

2. Training allowances through Oregon State Employment Service were initiated in June 1964, with the funding source being the Department of Labor/BES. These funds provided allowances for trainees while engaged in both LCYP and subsequent School District No. 4 portions of the program. Allowances continued until September, 1965, and totaled $192,500.

3. Remedial Training was begun in October, 1964, by Eugene Vocational/Technical School under MDTA funding. It continued through April, 1965. One hundred and thirty-five people were served during that period. Another similar program was funded in February, 1966, in the amount of $46,024 by the Office of Economic Opportunity/Juvenile Delinquency. About 75 people were served directly through basic education in the form of tutorial aid. This grant lasts until February, 1967.

4. Vocational Rehabilitation support was begun in June, 1964, funded by the U.S. Department of Health, Education, and Welfare/Vocational Rehabilitation Agency in the Amount of $15,628. A continuation of this grant extends through February, 1967.

5. On-the-Job-Training was first funded by the Department of Labor/BAT in September, 1965, and is funded until March, 1967. By February, 1967, about half that grant will have been spent and 75 youth will have been served.

6. Neighborhood Youth Corps was funded from January, 1966, to February, 1967, by the U.S. Department of Labor/Neighborhood Youth Corps, at a total

cost of $182,820. By February, 1967, approximately 200 youth will have been served in this program.

B. Trainee Characteristics

The criteria for eligibility required that youth be (a) out of school, (b) unemployed, or possess some significant barrier to employment or training, and (c) 16-21 years of age. In addition, the population of trainees who were served by the Employment Training Center under the OMAT contract displayed the following characteristics:

1. An even number of females and males were served by the various programs. (50% Males - 50% Females)

2. The greatest majority of those served were 18-19 year olds (54%), while the next group were the 20-21 year olds (28%), and 16-17 year olds were the smallest group (18%).

3. More than one-half (54%) of the trainees were high school dropouts; this was particularly true for males. (Two out of every three males were high school dropouts.)

4. Welfare contact had been experienced by more than one-third (38%) of the trainees. Males had the highest rate with 41% having such contacts.

5. Contact with a Juvenile Court had been made by one-third (33%) of the trainees. Almost half of the males served (48%) had at least one offense, while 25% of them had four or more contacts.

6. Adult Criminal-Court contact had been made by one-sixth (17%) of the trainees, with the largest proportion of the contacts being made by the males (28%).

7. More than three-fourths (77%) of the males and over one-half (52%) of the females had shown some sign of social deviance, for they were either high school dropouts, were known to the Juvenile Department, were known to the District Attorney's office, or were known to Public Welfare.

C. Scope of This Report

This report of the Youth Employment programs of the Lane County Youth Project is not a formal evaluation. The U.S. Department of Labor funded evaluation of the program through the University of Oregon, under the direction of Dr. George Rothbart of the Department of Sociology. His evaluation is due to be completed early in 1967. The present document is an account of the kinds of programs that were implemented by the Employment Training Center. It will not deal with the complex set of questions raised in the assessment of program impact.

II. PROGRAM IMPLEMENTATION

A. Experimental and Demonstration Features

The objectives of this project expressed in the original proposal were:

1. To demonstrate effective methods of identifying and inducting rural youth into employment training programs

2. To demonstrate the techniques through which rural youth can be trained for an integration into urban employment

3. To demonstrate that youth eligible for vocational rehabilitation services can be integrated with other trainees in a youth employment training program

4. To demonstrate effective methods for motivating rural and small-city youth toward realistic career occupational choices and involvement in the prerequisite developmental activities

5. To demonstrate the use of public improvement projects as orientation, training, and job-placement opportunities for rural youth.

As the Project developed, additional objectives were defined. These were as follows:

1. Experimentation with a program structure more suitable to the individual needs of the rural, alienated target population

2. Experimentation with counseling techniques which lend themselves particularly to the behavior and adjustment problems of alienated youth

3. Experimentation with techniques for modifying mutually negative perceptions which interfere with interaction between conventionally socialized persons and alienated youth

4. Experimentation with a counseling technique which allows trainees to gain confidence through their assuming responsibilities in the program operation as counselor aides--roles which have traditionally been performed by agency staff

5. Demonstration of more rapid modifications in the occupational perspectives of hinterland youth by making it possible for them to take part in extended work experience in metropolitan areas

6. Experimentation with tutorial remedial instruction within the skill-training setting.

B. Organization and Staffing

With consideration for the objectives of the program, the staff was recruited from a variety of disciplines encompassing personnel with vocational and industrial training experience, industrial employment and personnel experience, sociology, psychology, and guidance and counseling. A high percentage of the staff recruited were recent graduates of the University of Oregon's master's programs in guidance and counseling or vocational rehabilitation.

The period of staff recruitment and program planning was extremely abbreviated. While a reasonable planning and organizational phase was requested in the course of proposal negotiations with the Department of Labor, it was not granted. Political pressures from Washington prior to the election in November, 1964, dictated getting a maximum number of youth involved in programming of this type at the earliest possible date.

The task-team approach was taken to program planning. With a minimum of orientation and staff training, one or more individuals were assigned to develop plans and resource materials on each of the basic components which encompassed:

Recruitment
Screening and assessment

Practice interviewing
Labor market analysis

Testing
Remedial education
Orientation to training opportunities
Orientation to employment opportunities
Work sampling
Job development
Audio-visual & library materials
Records
Inter-agency matters

Within an objective of serving 500 out-of-school unemployed 16-through 21-year-old youth during the 15-month period, an estimated rate of trainee flow and the extent to which individual trainees could be involved with the program was established. A "core" program three weeks in length was set up as a basis for planning. Structured but flexible activities were planned for this basic period and objectives written in behavioral terms for each event or period. The intent was to evaluate progress and performance against these behavioral criteria.

Following participation in this basic program it was planned that trainees would flow or be referred to one of the following: basic education or skill training courses (made available through Eugene Technical Vocational School through special funding under Manpower Development and Training Act), directly to employment, back to high school, the community college, or other sources of training.

C. Recruitment

Various approaches were taken to recruitment. All appropriate agencies were contacted for referrals. Brochures and cards describing the program were left with employment services, welfare, probation and parole, the juvenile department, with high school counselors, and at various places where unemployed youth were expected to "hang out." Spot announcements were made on public service time over eight radio stations, and direct mailing pieces were sent to low-income neighborhoods.

While all of the above contributed to the establishment of an initial group of trainees, it soon became apparent that the most productive contact with youth was made by those already participating in the program. The sought-after population was "invisible" to most other methods of contact in that many were "unattached," not searching for employment, did not read the papers, nor did they tend to respond to the suggestions of adults.

At a time when recruitment lagged, a few trainees were put on the payroll as field recruiters. This approach appeared to be quite effective.

A significant asset in recruiting was the lure of training allowances. Youth found eligible by Employment Service could be paid, under the provisions of MDTA, allowances of $20 per week while participating in the program; some with adult responsibilities were eligible for regular unemployment compensation.

D. Intake and Assignment

After initial screening and (possibly) testing, inductees were referred to either a pre-vocational or vocational counseling group. Generally, trainees who were referred to vocational counseling presented some or all of the following behavior: an ability to communicate thoughts; knowledge of future goals, both vocationally and socially, with some evidence of effort being expended toward planning and implementation of these goals; a fairly neat and clean appearance; evidence of self-confidence and previous employment or attempts to seek employment or occupational information. In contrast, pre-vocational counseling selection was made for trainees who presented some or all of the following behavior: hesitancy in answering questions; responding with monosyllabic answers; offering no answers or little information; having little or no knowledge about jobs, training programs, or educational /facilities;

no future goals, or unrealistic goals without plans for implementing them; little or no past work experience; poor appearance, including uncleanliness, untidiness, juvenile hair styles and attire; and evidence of some special problem of immaturity such as over-reacting, uncontrolled laughter, nose picking, or cleaning of the teeth during an interview.

E. Counseling

Counseling philosophy and procedures underwent drastic revisions. Early in the program the objectives of counseling were to provide program services for youth whom we assumed to be unable to secure employment because they lacked occupational skills and work experience or had deficiencies in such things as communication skills and elementary mathematics. Further, we had assumed that the youth of our target population would ordinarily be individuals with reasonably sound psychological and social adjustments. Counseling, therefore, was oriented toward information-giving and clarifying activities. It had been planned that individuals who needed intensive personal-adjustment counseling or psychotherapy would be referred to a special staff division or vocational rehabilitation counselor, who would provide evaluative and guidance services.

1. Counseling in the Structural Program. In early November our core program was operating quite smoothly, and most youth, perhaps 80%, seemed to be making noticeable progress, though not that high a proportion was setting realistic occupational goals during the three weeks of intensive participation. A great deal of information was presented about the "World of Work." Vocational counseling was provided to help trainees select vocations and develop techniques to help them enter the labor

market. This program appeared to be good preparation for getting a job, so a high proportion of the first three classes of youth chose to continue in the rather limited training and work opportunities that the program had been able to develop by that time.

By late November, the staff began to sense a change in the kind of youth being served. Of course, even from the beginning, some of the trainees were hostile, rebellious, resentful, manipulative, apathetic, or withdrawn. But now the ratio had shifted to the extent that a preponderance of youth being served exhibited such characteristics. It was significant that these youth did not usually have an outward appearance of being any different from the people we had served earlier. Some were well-groomed, whereas others were not. The difference could be seen in the inability of many of these trainees to participate effectively in the program as it was structured. Specifically their ways of responding to it were (1) they did not come to the Center; (2) they came to the Center but did not participate in the meetings; and (3) they attended the meetings but either did not listen or participated in disruptive ways. Eash course of action not only resulted in no particular benefit to the individual, but was often detrimental in that it carried with it connotations of failure.

a. Some did not come to the Center. Unready to participate in the structured program and to assimilate the material presented, they dropped out of the program. For many youth, the requirement that they be involved in program activities for at least 30 hours per week (MDTA training allowance stipulation) was unreasonable. Allowance or not, they gave no evidence of ever having stayed with anything for 30 hours.

For example, one trainee had great difficulty in following through with anything she started. She was a school dropout. She had worked briefly in a series of jobs. In the program, she arranged a work experience but did not go. She signed up for an overnight field trip to Seattle, but did not go. She made appointments with her counselor which she did not keep. The structured program did not allow time or opportunity to deal with this girl's problems. Instead, she was eventually terminated from the program for nonattendance.

b. Some chose to be in the Center, but did not attend the meetings. Trainees were all told in orientation that no one had to attend any activity he did not want to attend. However, the expectation still existed that they would participate in the scheduled activities. And it was made clear that they would have to be in the Center in order to qualify for allowances.

This being an experimental program,we knew that to have any success with the "hard core" unmotivated and/or alienated youth, we must be able to at least maintain contact in order to develop rapport and have any chance of positive results. We found very early that the most delinquent-prone also seemed most reluctant to participate on other than their own terms. Pressure before rapport was developed would result in their dropping out; allowances alone wouldn't hold them.

Limited recreational facilities were available in the Center, such as ping-pong, cards, games, magazines, and books. Some trainees used these as a form of rebellion against the structured meetings, others as an escape from them.

For example, a trainee who could not read or write spent hours each day at the ping-pong table while others were in group meetings. After some time in the Center, he gradually started attending a few meetings, but only when he could be sure that nothing would be done in the meetings which would require reading or writing. However, by the time he was just starting to participate, his three-week program was over and the opportunity for further work with him was greatly hampered.

Even though trainees were told they did not have to attend the meetings, there was a certain failure stigma attached to not attending. This failure stigma was perceived by trainees who felt they were not doing what was expected of them. This feeling of failure was reinforced by some staff members who did not understand the trainees' lack of participation, and felt "everyone ought to be in there trying." Various members of the community also criticized this aspect of the program. Rumors circulated that trainees were being paid for doing nothing.

Difficulties with public relations were one result of experimental work with "hard core" trainees whose whole pattern of living had been characterized by failure.

c. Some attended the meetings, but did not become involved. This third course of action was the one taken by the majority of trainees who were not ready to participate in the program. It was found that this could be detrimental both to the trainee and to the program.

For trainees with negative attitudes, the highly structured program served to reinforce their dislikes. Some trainees developed such an apathetic wall of resistance to involvement that no amount of individual counseling could seem to reach them. Many expressed their lack of involvement by actively disrupting the meetings. Their techniques included those they had found effective in school, such as "cutting up," whispering and talking, getting up and walking around, and obviously withdrawing.

These actions were not only very clear expressions of lack of involvement, they also proved disruptive to the meeting and often disturbing to those conducting the meetings. For example, a group of employers conducted a panel discussion on "Employer Expectations." They commented to the trainees during the discussion, and again later to the staff, that they didn't understand why people who supposedly were looking for work gave the appearance of not being the least bit interested in working.

Other examples of the same type of non-involvement were seen in work experiences which were scheduled for three half-days. Trainees would sometimes not show up at all, and would not notify anyone that they were not going. Or they might go for an hour or two the first day, and then not return.

On field trips some trainees seemed much more interested in what souvenirs they could pick up than in what job possibilities existed. Or they would spend their time planning their evening entertainment or recuperating from the past evening's activities. At Boeing in Seattle, one group of girl trainees spent the time trying to attract the attention of the male employees rather than listening to the tour guide discuss jobs.

In each of these situations, disapproval was expressed by someone. With work experiences, the employer was annoyed if he had arranged to take a trainee, and the trainee did not show up. On field trips, tour guides would wonder why they were wasting their time when the trainees would sleep during an explanation or interfere with workers during the tours.

Some of the trainees perceived this disapproval, and passed it, along with their own disapproval, to those trainees who were behaving in these disruptive ways. Such rejection by peers was usually much harder for these trainees to take than was rejection by adults.

However, rather than being able to see what they were doing to themselves, and thus changing their behavior, these trainees generally continued this self-defeating type of behavior. Under pressure a person often clings to that which he knows, and these ineffective behavior patterns were ones these trainees had long been accustomed to using.

Thus, for a trainee who was not ready for occupational information and skill training, the structured three-week program did not help, and, in fact, often hindered progress.

2. Trainee Benefits

Some trainees appeared to benefit greatly from the structured program. They sailed through the occupational planning with a minimum of help and moved easily into training or employment.

There was evidence that certain aspects of the program were especially helpful. For example, one employer reported that a young man whom she had referred to the program came back to apply for work when he had completed the three weeks training. This employer commented that changes in attitude, appearance, and knowledge of what was expected on a job were tremendous in this young man.

A number of trainees made quite realistic occupational choices after "trying out" several possibilities through work experiences. The polish and self-confidence of some trainees increased noticeably after practice in application and interviewing techniques.

For some, the pressure of having to develop an occupational plan within three weeks provided the necessary incentive to get busy. These trainees found the information and experiences offered very helpful in assessing themselves and developing a plan of action.

Unfortunately, however, these highly motivated, "successful" trainees were definitely a minority of the population being served. This became especially evident after the first two or three groups, when increasing numbers of alienated youth began entering the program. A survey among counselors produced the estimate that about 70% of the first 130 trainees served demonstrated unreadiness to profit from this structured program.

3. Insufficient Time for Counseling

The failure of the program to meet individual needs was recognized very early by counselors. Attempts were made to remedy this through as much individual counseling as possible; however, there was simply not enough time for the amount of counseling needed.

Once a program activity was developed it had to be coordinated with other activities going on in the Center at the same time. This planning and coordination of program elements consumed a great deal of counselor time.

There was no time for individual counseling other than what was specifically scheduled. For one counselor this usually consisted of approximately 25 hours during the three-week period. These hours, divided by an average of seven trainees, resulted in only about three and one-half hours per trainee. This was lessened by the amount of necessary information gathering and individual testing which had to take place during some of the individual counseling time. What time was left, spread over a three-week period, did not provide nearly enough opportunity for a counselor to work with the characteristic problems of an alienated youth.

4. Counseling in the Adaptive Program

As staff members achieved a greater understanding of the nature of the target population, they recognized the need for a program structure which would be more adaptable to individual needs. Finally, on January 18, ETC suspended training operations for a period of one week, in order to evaluate and to restructure. Staff members developed a long list of problems and needs to which the restructuring process would address itself. Given particular attention were such points as (a) greater flexibility in dealing with individual trainees; (b) improved communication, within the staff, and between ETC and the community; (c) trainee participation in program planning and development; and (d) an on-going program support process, able to develop a variety of work orientation experiences for trainees as needed.

A major development of the revision efforts was the separation of the prevocational and vocational counseling processes. In the new program, trainees would enter an on-going prevocational counseling group at any time (rather than having to wait two or three weeks as in the past). Basic orientation and intake procedures would be carried out in the prevocational setting. Some trainees, after assessment of their vocational orientation, abilities, and aptitudes, would proceed immediately to work with a vocational guidance counselor, who would assist the trainee through work-orientation experiences, vocational planning, and training selection. The vocational counselor's principal resource would be the Program Support staff, whose members would coordinate with Employment Service and the Techinical/ Vocational school in developing training programs, develop jobs, work experiences, field trips, informational interviews with employers, interview practice sessions in-Center, principles of grooming, and a variety of experiences as needed.

5. The Prevocational Group

Trainees found lacking in vocational orientation would continue in the prevocational counseling group. Here much greater attention would be given adjustment and behavior problems which were less obviously related to occupational needs, but which interfered with effective vocational development. A principal feature of the prevocational setting would be the trainees' right to choose how they would use their time, what they would do with the counseling group, and to what degree they would participate in the program. The responsibility for making the system work for them would be theirs.

By the end of the new program's second week, each prevocational counselor found himself with a group of severely alienated youth. Trainees likely to profit from specific vocational guidance functions had been referred on to vocational counselors, and new recruits were being fed into the prevocational groups. It was clear, however, that many youth who had not moved immediately out of the prevocational phase would not do so for some time. A brief description of a few members of one of the groups will illustrate the point:

> TRAINEE A: Male; 21-year-old primary-level reader; high-average measured intelligence; medical history suggesting possible petit-mal epilepsy; history of severe interpersonal deprivation.
>
> TRAINEE B: Male; farm; 20-year-old primary-level reader; completed seventh grade; organic speech defect surgically modified with some correction; "nervous breakdown" at age 18 resulting in six-month confinement in state hospital.
>
> TRAINEE C: Male; 20-year-old primary-level reader; unemployable by virtue of "primary obesity" (weight: 350 lbs.); school dropout.
>
> TRAINEE D: Female; 20-year-old divorcee with 22-month-old son; severe emotional state necessitating immediate referral to local mental health clinic (continuation in ETC program was essential as supportive to the therapy process).
>
> TRAINEE E: Male; 18-year-old with long-standing juvenile court history; high-school dropout; above-average measured intelligence; inadequate self-concept and hazy occupational focus.

Each prevocational counselor, then, was left with a core group of difficult cases. Through such a situation slowed the flow of trainees through the program, it allowed the possibility of varied counseling experimentation. Prevocational trainees became aware that their situations and behavior were appropriate topics for discussion in the group. There was the usual incidence of catharsis, withdrawal, and attack, but gradually groups came to evaluate such behavior in relation to their more general patterns of behavior in all life situations.

Prevocational counselors met with their groups every morning. It was found from the start that prevocational trainees exhibited fragmented vocational concerns. They were aware that the reason for being here had something to do with employment; thus they frequently indicated an interest in finding out about employment related matters. Such admissions were discussed in the group. Members would examine ways in which a trainee could fill in his informational void. Often, a member would be sent from the group to a Program Support person with a request for a visit to some business or industry. Subsequently, trainees would discuss such experiences in the group. In the prevocational setting, trainees could role-play job interviews since many of them could not yet practice interview with a strange staff member.

While such youth obviously felt they ought to be concerned with occupational matters, they were actually more concerned with an array of negative factors at work in their lives. The legal, sexual, marital, or economic complications into which some of these young people had stumbled were amazing. In the following list, no one problem was the property of only one trainee; the list merely exemplifies the kinds of concerns they lived with every day:

> PROBLEM: A trainee has received word that legal action is being taken by a California auto dealer to recover on an automobile which the trainee claims he returned to the dealer's lot with a damaged transmission after a trial run.
>
> PROBLEM: A trainee has no place to sleep; he has been evicted.
>
> PROBLEM: A trainee hasn't eaten a regular meal for three days.
>
> PROBLEM: A trainee is living with her father, who is sexually involved with a girl only slightly older than his daughter in that same home.
>
> PROBLEM: A trainee says he would like to marry his step-sister, in order to get her out of the home (where she is sexually involved with the boy's father).

PROBLEM: A trainee has only the clothes on his back, and his weight (close to 400 lbs.) requires that his clothes be specially tailored. He has no money.

PROBLEM: A trainee has always believed that he has some kind of epilepsy, but his symptomatology has never been clarified for him by a medical doctor.

PROBLEM: A farm boy, severely isolated most of his life, confided that he had forced himself to enter the program, and that his participation was made all the more difficult by his father, who daily reminded him that he was wasting his time just sitting around talking about problems which shouldn't be discussed with others.

PROBLEM: A trainee's parents are attempting to get the boy placed in juvenile detention because he is interfering with their weekend drinking parties.

PROBLEM: A female trainee who has allegedly become pregnant by a married man is being thrown out of her home by her parents.

A more detailed description of two specific trainees' circumstances will sharpen the point:

TRAINEE I: A 16-year-old illiterate male, previously confined for two years in a boys' training school, could not extricate himself from problems with the law and from keeping a dominant position in a hard-core peer-group (which impinged upon him daily); thus he could not even consider how he might improve education and work-skill deficiencies. Typically, he situated himself at the Center so that he could see the traffic in and out the doorway. When meeting alone with a counselor he posted a lookout and kept one eye on him as he talked. His mother was deceased; an alcholic father, living with various women in a shack of a house, provided no home. He seldom slept at one place for more than a few nights at a time. Yet tears came to his eyes when he explained that he had learned to read "a little" from going over and over some letters written to his "family" by his sister.

TRAINEE 2: An 18-year-old female high school graduate, rejected by her family because of her "stupidity," could not participate in employment planning. Whenever her boyfriend, a junior in high school, could not devote his evening to her she became depressed. When in a depression, clearly rooted in feelings of inadequacy and fears that her boyfriend would leave her, she would stay in bed until noon, and on some days not even bother to dress. Further, she used endless excuses for her failure to participate at the Center: her car broke down, she couldn't drive in the snow, etc. The marriage plan had little tangible quality to it. She had insulated herself from examining her feelings by planning a marriage for the next summer.

Such problems illustrate the many concerns which preoccupied these youth. When given an opportunity in the prevocational setting to look openly at their situations, trainees revealed many such complications in their lives. In working with such cases, ETC needed considerable latitude to structure a program which would not ignore such concerns. For many, the support of the group or the counselor was sufficient to allow them to work through a problem to its resolution. For others, much time, patience, and encouragement were the essential ingredients in promoting growth toward employability.

Thus the groups demonstrated surprising holding power. In being able to share an array of unbelievably severe circumstances, members developed strong intra-group support feelings. The groups carried on their activity outside the Center, where there was no discrimination (cliquishness) noted. Not knowing how to use their leisure time, however, such youth fell back on familiar activities, such as beer parties. And although they became reluctant to discuss these outside activities in the group setting, there was evidence that they were interpreting each other's behavior in informal discussions. In other words, they were attempting to find some meaning in their situations. At the counselors helped trainees work through the intra-group dependency phase, the "living-it-up" syndrome subsided and independent decision-making ensued. Not completely understanding the cycle through which they were passing, trainees actually began to complain about "wasting" time. They wanted to get going.

This counselor perception joined fortunately with Center management re-emphasis on the social and economic necessity to focus on development of approaches to occupational habilitation that could be infused into this and other similar communities. Consideration had to be given to:

a. the long-term projection of an inadequate supply of counselors having professional training typified by this staff;
b. the high cost in dollars and time of habilitating multitudes of youth with similar barriers through those approaches which thus far had indicated their effectiveness.

In March several MDTA institutional training courses were scheduled to begin. Many trainees moved into these courses. Some moved directly from the prevocational setting into extended work experiences with local employers. With a large number of trainees moving to new experiences and with new recruits coming in, the time was appropriate for further experimentation in counseling, particularly for those who remained unready to enter vocational planning.

6. The Task-Oriented Group

The reader should realize that most of these trainees either had not experienced the idea of work for pay or had had unsuccessful experiences with work.

Counselors suggested that groups might attempt group tasks -- shifting emphasis from a counseling to a task orientation. One group decided to evaluate the impact on the community of a local press story on ETC's objectives and operation. After the counselor suggested certain factors they might wish to consider, the group consulted with staff research and administrative personnel, constructed a simple research design, and planned the survey. In two-member teams (they paired strong and weak members) they interviewed about 80 employers or personnel managers in Eugene. Trainees who had appeared totally unable to relate to adults two months earlier completed this task. One farm boy who had been afraid to go on a work experience, and who had worn his farm clothes to the Center for weeks, showed up in a dress suit; he became one of the "spark-plugs" during the four days of interviewing. Some, however, excited during the first and second days, lost interest.

Another group selected a community service task--the painting of the local juvenile home's exterior. The difficulties appeared at once: the task was a large one; the leadership was vested in the wrong members; some did not see the task as a meaningful one. In the end, a small number persevered for several days but did not complete the task. The counselor and the group were subsequently able to work together profitably in interpreting their involvement in the task.

Other groups invited parents in when a particular trainee's family relationships seemed to be a crucial aspect of his problem. Still others carried out recreational tasks, such as sponsoring a dance at the Center.

7. Audience Counseling Method

To supplement the on-going prevocational counseling, groups began to meet together once or twice a week for an "audience counseling" session. A trainee, referred by his prevocational counselor or group, would be counseled by a professional staff member in front of a participating audience of peers and staff members. The technique was adapted from a known family counseling method* used locally by University of Oregon personnel. The concern of the session was the problems of the person being counseled (not the dynamics of the audience); the assumption was that the benefits of the sessions could be generalized in the members of the audience.

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*Rudolf Dreikurs, "Counseling for Family Adjustment," Individual Psychology Bulletin, 1949, 8:3

Thus a trainee might benefit without having to expose himself more than he wished. Trainees would be encouraged by the interest of a large group of people in their problems. The audience method proved an effective technique for getting attending trainees to work on their own problems.

8. Team Counseling

In response to certain difficulties arising from the prevocational/vocational program structure, an experiment was carried out in which a prevocational and a vocational counselor teamed with a group. The factors prompting the experiment included:

a. Regression noted when trainees left the supportive prevocational group and transferred to a vocational counselor;

b. Difficulties related to the trainee's having to establish a counseling relationship with another counselor; rather than going over old ground, a vocational counselor often found it necessary to settle for a more superficial relationship;

c. Problems in the prevocational groups resulting from the loss of their leaders.

In the team group, some trainees participated in prevocational experiences while others went on to vocational work experience activities. Each counselor was specifically assigned to a portion of the trainees, but both counselors were available to all members of the group. A trainee did not have to leave his group to move into vocational experiences, and he did not have to change counselors. The presence of trainees participating in work-orientation activities was considered beneficial to the less active member. Also, the counselors benefitted from being able to consult with each other on interpretations of individual trainee problems.

9. Counseling Conclusions

ETC, then, experimented widely within the counseling processes and subsidized work experience (see discussion under Training) as an approach to the alleviation of delinquency through vocational habilitation. Certain techniques warranted further experimentation. The audience counseling method and the task-oriented experiences were among those deserving further development.

E. Training

1. MDTA Skill Training

Beginning on the following dates, 131 ETC trainees received MDTA Institutional Skill Training in these courses:

COURSE	START	# ETC TRAINEES
Sales Person	11/16/64	7
Service Station Attendant	11/23/64	1
Sales Person	1/4/65	19
Waiter/Waitress	1/11/65	5
Logger	2/5/65	1
Clerk-General Office	2/10/65	26
Stock Clerk	2/22/65	4
Landscape Technician	3/15/65	15
Cook	3/22/65	21
Sales Person	3/29/65	15
Small Gas-Engine Repair	3/29/65	15
Stock Clerk	4/12/65	2
		131

While institutional training had a reasonable degree of success in meeting the needs of unemployed rural youth, it fell short of the skill development resources needed.

With the initiation of courses in November, 1964, several problems which were to plague us throughout the training period became evident. First, the interests, abilities, and aspirations of target youth ranged (frequently inappropriately) well beyond the training courses offered. For example, only one trainee enrolled in the Service Station Attendants course offered in November. Second, MDTA Institutional Courses require common states of readiness in numbers too great to achieve among the target population. The local school board, controlling the MDTA Skill Development Training, required a guarantee of 12 to 15 trainees before a particular course could be initiated. The difficulties encountered in having at least twelve trainees all interested in the same subject matter and all ready to start a course at the same time were immense. Finally, because of the local state and regional "hierarchy," it frequently took much longer to initiate a course than expected. We would choose a starting date and sign up trainees only to learn that the course had been delayed a week, a month, or possibly longer, due to lags in getting regional MDTA approval. In one instance a course scheduled to begin on the 18th of January finally commenced on the 22nd of March.

In an innovative attempt to obtain the skill development variety and flexibility needed, the work experience program was expanded and modified (interpreting training allowances as pay) to provide situations very similiar to OJT. This proved highly successful under the circumstances.

2. Work Experience Training

Work experience--originally conceived as short (one to three half-days) no-pay work-observations with local businesses--was quite easily modified to provide longer, more training-oriented positions. For example, one girl who had completed the Center portion of her training wanted to become an IBM keypunch operator. The County data processing office agreed to provide her six weeks of supervision and training. During this time she was not paid by the business but was on a training allowance. At the end of six weeks she was sufficiently trained and was employed at an entry level position in the field she desired.

A major demonstration involved the relocation of eight trainees for a month-long, full-time, live-in, work-training experience in a metropolitan setting (Portland, Oregon) 110 miles from ETC. This activity demonstrated the feasibility of developing such an experience on an on-going basis for rural trainees. ETC demonstrated that it could establish employer cooperation in Portland, that it could locate suitable living arrangements for trainees, and that it could attract trainees to the experience. Potential for youth needing to break adverse ties with their home communities warrants more extensive examination.

3. Training for Boeing

In January, 1965, ETC contacted the Boeing Company of Seattle regarding the possibility of training youth for entry level aircraft production work. This was an attempt both to unite more closely training to specific jobs, and to study the rural-to-urban mobility such training would effect.

The Boeing Airplane Division agreed to have ETC train 45 beginning electrical assemblers. Successful students, while not guaranteed employment, would have a high probability of going to work starting at $2.20 an hour.

Although Boeing provided the Washington State Employment Service with a statement that by their forecasts they would exhaust the local labor market by summer 1965, WSES would not certify the need to go outside the state boundaries for potential Boeing employees.

While excellent coordination and planning occurred between the Project, OSES, the Vocational school, and Boeing, the experiment did not materialize.

4. A Systems Approach to Developing Training Curriculum

Specifically this method was applied to developing the MDTA Landscape Technician training course. The systems method is useful because it assures that a curriculum includes training for necessary skills but that unnecessary or obsolete skills are not accidentally included. Further, it forms a solid basis for developing performance tests when they are desired, because minimum skill levels of all tasks involved are defined in the curriculum.

This approach was based on analysis of observed and verified duties of persons actually working in an occupation. The analysis was to be distinguished from the preparation of a curriculum by an employer's or instructor's judgment. Such expert judgment frequently did not accurately reflect the actual tasks and skill levels required of a worker as closely as one would believe.

5. Remedial Training

On-going courses in remedial training were utilized from October 26, 1964, to May 25, 1965, serving 135 trainees. At the height of the remedial program as many as three full classes (limited to 15) were operated daily. The curriculum was designed to upgrade basic reading and arithmetic skills, whether these skills were at a very low or a very high level. While there were individual instances of profitable experiences, the classroom remedial program in general was not satisfactory. On April 2, after 107 trainees had been served in remedial, a rather extensive examination of the program was undertaken. Some findings were:

> a. While the remedial teachers suggested that the absolute minimum period one should participate in remedial training in order to profit by it was three weeks, the range of time that trainees in fact remained in classes was from 0 (less than a day) to 38 days; the mean was 9 days and the median 8 ½ days prior to dropping out.
>
> b. A kind of natural selection process was occurring in which trainees who had had successful experiences in previous school settings also had success in remedial. Trainees who viewed their former school experience as failure situations could not be enticed to enter or to stay with the remedial long enough to be helped. In summary, those who needed it most used it least.
>
> c. Sixty percent of those enrolled did not need to improve their reading skills or their arithmetic skills to successfully participate in MDTA courses, using the criteria that anyone reading on a 9th grade level or above could successfully handle the material used in these courses.

The remedial teachers believed that the trainees in most need participated inadequately because they: lacked emotional maturity; did not see a real need in their own lives for such skills; brought discouragement from prior school situations; and were preoccupied with a host of varied "personal problems." The trainees in a variety of ways tended to verify that the teachers had essentially identified the reasons.

Another need not being met was exhibited by trainees who had dropped out of high school but wanted to take the GED (General Educational Development) test for high-school equivalency. They did not get the enrichment program they needed to best prepare for the tests. Such a program was set up on an informal basis in the Center and about 10 trainees completed either all or part of the test.

During the last half of the program, some tutors were used for those trainees in most need of remedial development. One experiment seemed most promising. Volunteer tutors from the University of Oregon were put in contact with trainees in their skill-training couses. These tutors met with the trainees on a one-to-one basis, developing reading and arithmetic skills at the trainee's particular training site and using materials specifically related to the type of training in which the trainee was participating. On a pilot basis this was extremely successful. For instance, one trainee walked out of the remedial course on his first day because he said he felt so foolish. Later, while he was in the Landscape Techncian course, the counselor assigned to that course encouraged him to at least consider tutorial help. By this time it had become evident to the trainee that he was extremely hindered in his work because of his inability to read. The tutor used backs of seed packets, the instruction from fertilizer bags, and other training-related materials in working with him. The trainee's progress was excellent. A by-product was that other trainees in the course who were functionally illiterate and who had previously refused either the remedial course or another kind of help were now coming and asking for such service for themselves.

F. Job Development

Efforts to secure employment for ETC trainees focused on two aspects of the youth employment problem. First, there was an in-Center attempt to bring youth up to conventional employment standards; and second, there was an effort to bring the business communities' employment criteria down to a point at which they could consider hiring from our dropout, delinquent, or otherwise deviant population.

After serving 400 youth our statistics indicated approximately one third were employed. To generalize concerning the effectiveness of the overall approach, or the specific placement techniques, from this figure was extremely difficult. It did represent a large amount of hard work, individual instances of sparkling success and dismal failure, and a great deal learned about the nature of disadvantaged rural youth, the community in which they live, and approaches to occupational habilitation that warranted further experimentation or implementation nationally.

Efforts to increase trainees' job seeking abilities arose from examining how people were hired in Lane County. The initiative had traditionally been taken by the job seeker. Some employers interviewed expressed a definite bias for the job seeker with sufficient ambition to apply on his own. And, in most cases, businesses felt the supply of workers from this source was completely adequate. Predominance of the "walk-in" or "gate hire" candidate was supported by Oregon Department of Employment statistics. In Survey of Hiring Channels, Lane County, January, 1964, this was rated as the primary source of employees.

With walk-ins doing better than all other job seekers it seemed that we could best serve our youth by equipping them for an intelligent individual job search. The trainee, armed with proper dress, demeanor, a positive self-assessament,and accurate labor market information, could do better for himself than anyone could do for him.

Classes and individual instruction were conducted in proper dress and grooming, filling out employment applications, constructing resumés and organizing a job search. Businessmen-employer panels were initiated concerning what was expected from potential employees. Role-playing, practice job-interview sessions were utilized. Pressure was applied to make the disadvantaged rural youth into a different person, a person who would fit the conventional model and get the job.

Many youth would not change matters such as dress, and in addition had numerous impairments that they could not change, such as previous arrest records, limited education, or very poor work records.

For these youth the community has to change. It must accept them where they are, give them jobs with some status and advancement potential, and nurture them at a pace they can individually tolerate. The cost to society of the alternatives of welfare, jail or unemployment are not tolerable.

The trend in Lane County, without intervention from an organization such as ETC, was toward declining opportunity for the poorly equipped job seeker. Local employers are accustomed to operating a "buyer's labor market" when hiring entry-level workers.

The general tightening of employment criteria is resulting in the establishment of unrealistic employment barriers which effectively screen out many of our youth. For example, the bid system of hiring and advancement policies of the lumber industry, the scope and nature of the apprenticeship program, the requirement of a high school diploma when it has no bearing on the job, the reluctance to consider applicants with previous arrests, the difficulty for the inexperienced to get experience at entry level, all operate in Lane County, and all adversely affect the job possibilities of our population.

Three things seem common concerning all "barriers." First, they are promulgated by groups which have power in the hiring situation. Second, in some manner or another, they make life easier (or apparently so) for these groups. And finally, in the minds of these groups, all "barriers" have a very altruistic rationale.

A specific example in Lane County would be the recent revision in hiring criteria of one large supermarket chain whereby they now require all new-hires to have a high school diploma. Whether this is ironclad at the operating level is unknown; at the policy level, it is a firm requirement. Its real value for the food chain seems to be as a device to lighten the employment screening load. Briefly, with a sufficient number of high school graduates to interview, and with the reasonable probability of securing good employees from this group, the personnel department sees little need to accept the burden of looking for good people in the group of non-high school graduates.

While it seems questionable that high school graduation has much to do with being a successful produce clerk, the policy makers honestly believe they are upgrading the quality of their personnel and service by adhering to this criterion. Not only do they believe that this operates for the betterment of the business, but in addition that it operates for the betterment of the community's youth in that rules like this will tend to keep people in high school.

The most successful method found to overcome the reluctance of employers to consider disadvantaged youth was by personal contact. It was also found that the probability of eventually placing trainees is higher if the employer can be gradually involved in the program rather than directly solicited for job listings. His initial involvement might be as a guest speaker or panel member, by providing a field trip site, or by supplying work experience openings.

Work experience--consisting of placing trainees on allowances in no-pay jobs with private employers--was a particularly effective tool in modifying the community's perception of ETC youth.

In the early months of the program job opeings were obtained with little attention given to the needs of the trainees. Direction was taken from the labor market; larger firms in which there were demand occupations were contacted. It was naively assumed that if employers were willing to lower their standards that trainees would snap at the opportunity to prove themselves.

Job development staff members often found themselves expending considerable time and effort to "land" an employer, only to have no trainees available for the proffered job. For example, the employment manager of Pacific Northwest Bell Telephone, Portland, Oregon, agreed to come to Eugene and spend an entire day in the Center testing and interviewing girls. He agreed to perhaps try a few girls that did not meet Bell's employment standards. From the staff's point of view the situation seemed to have everything. From the trainees' point of view something was lacking. Although information concerning the jobs was thoroughly disseminated, only one girl expressed interest. Bell was finally contacted and the interview session cancelled.

As it became apparent that the issue was not simply one of availability of jobs, general solicitation for openings stopped. Job Development efforts in the latter months of the project have been more successfully conducted in response to individual trainee needs.

Further placement assistance is provided by the Oregon State Employment Service. During the year a very profitable working agreement was evolved with them whereby their placement, job development, and supportive counseling services were made available to ETC trainees.

G. Administration

A counselor compared ETC's early organizational phase to 25 people being married with little or no courtship, followed almost immediately by the birth of 30 to 60 children each month. The imagined problems and strains in such a situation were similar to those experienced by the ETC staff.

The opportunity and challenge afforded an experimental and demonstration project by the absence of tradition and structure are rarely encountered. But the problems in developing an effective operating organization in such a short period of time were immense. Inadequate perception of the nature and needs of the trainees, coupled with inadequate time for staff training, yielded a program destined for change and growth. Administrative and operational procedures were developed, modified, supplemented, and in some cases discontinued to meet the needs of a dynamically changing program.

The administrative and staff man hours required for organization development and staff training were unanticipated in establishing the staff structure and the planning of program flow. The situation was further complicated by the necessity for top administration to devote considerable, unanticipated time to external relationships, such as coordination with schools, Employment Service, city, county, and agency officials. Tours, orientation discussions with community, state and regional leaders, the understandable requirement of devoting considerable man hours to data gathering and report writing, added further to the administrative load. The combination of these factors indicates the need for a considerably higher ratio of administrative, planning, and staff training personnel than would be budgeted for an ongoing organization.

At roughly the same time another E & D project reported problems of a staff dichotomy between the counselors and non-counselors, the same problem budded and bloomed internally. The core issue concerned differing perceptions of appropriate ways to deal with trainee behavior. The problem was complicated by the fact that counselors were working more closely with the youth while most non-counselors were in closer contact with employers and other facets of the community.

Two actions seemed appropriate to prevent or overcome this problem. They were:

1. Cross-training and inter-involvement of counseling and non-counseling staff and, to the extent feasible, interchange of functional responsibilities--the objective of which was to assure counselor awareness of community and employer attitudes toward the project and the youth and the approach to counseling;

2. Staff training on the principal classical theories of human behavior, and, to the extent feasible, the adoption, for experimental purposes, of a common theory as a base for program operation.

While the ship floundered briefly, increased mutual understanding and unity gradually emerged making continued progress possible.

H. Administration and Criteria for Training Allowances

It was realized that more effective trainee progress toward employability, with considerably less expenditure, could be achieved if there were local control of the amount of training allowances. The Project and the Employment Service, abiding by the "book" (provision of the Manpower Development and Training Act governing the payment of training allowances), frequently found it necessary to pay trainees more than was considered appropriate in light of the counseling/training situation.

The MDTA requirement for 30 hours of participation per week in order to be eligible for training allowances was contrary to the needs of many trainees. It was inconceivable that many trainees' emotional and attitudinal states would permit them to participate in any training-related activity for more than a few hours a week in the early stages of program contact. However, the incentive and attraction of some token allowance payment was frequently essential to develop and maintain participation.

Over the past two and a half years, the Youth Employment Program has tried many techniques and methods for involving hinterland youth in training for employment. Programs have included basic work skills training, remedial training, on-the-job training, and counseling. During its period of operation, six hundred and seventy-five youth were processed through the Program.

The nature of the youth served resulted in program changes which could accommodate the lack of skills these youth presented. Innovative ideas and strategies were developed. Still, the one thing the program could not change was the traditional form of structures and procedures. This roadblock tended to impede the progress anticipated in the program design, and presented an obstacle to the transferability component of the planned program.

CHAPTER V

AGENCY PROGRAMS

CHAPTER V: EVALUATION OF AGENCY PROGRAMS

I. GENERAL OVERVIEW

A. Objectives of Agency Programs

The theoretical perspective within which the Lane County Youth Project was developed assumed that delinquency flows out of a number of different conditions. Thus, while considerable attention was given to an alteration of the educational and employment institutions which appear to generate a certain pattern of deviance, it was assumed that special agency services would have to be provided to contend with the individual and family deviance that also is present in the life histories of some delinquents. Examination of agency programs and the problems they faced made it clear that certain objectives must be achieved if agencies were to join in an effective partnership with the Youth Study Board in the operation of a demonstration program. The following points were made in the December 13, 1963 proposal:

> 1. Agency services directed toward treatment and control of social disorganization will have to be increased markedly in the demonstration areas during the period of demonstration....
>
> 2. Efficient deployment of agency staff within demonstration areas will require a breakdown and crossing of traditional functional agency lines. Low population and dispersion of population (particularly in Junction City and Oakridge) preclude having workers from every agency working in and being a regular part of each demonstration area community. Despite this fact, services from all agencies will be required within demonstration area since the nature of problems exhibited by individuals and families are such that they cannot be solved by use of service from only one agency.
>
> 3. Not only must ways be found to increase agency services to outlying areas in general, but ways must be found to make these services a part of these outlying communities rather than a service provided from (and seen as a part of) the Eugene area....

4. The focus of casework service, in many instances, must be changed from that directed toward an individual to efforts directed at additional members of the family, and at the family as a unit....

5. Special skills of group service agencies must be brought to bear on the population of concern such as delinquents, dropouts, teacher nominated dropouts and nominated behavior problems. These identified groups will serve as special program target groups....

6. Efforts directed toward evaluation of programs must be increased and the focus and context of such evaluation shifted from the single agency approach to one which provides a broader view on its examination of the efficacy of services given....

To briefly summarize, the tasks were seen by community agencies and Project staff alike as complementary action to other aspects of the general demonstration program. In certain instances they were operated best within the framework of an individual agency; in others the combined efforts of several or all agencies were required. In any event, the plan was to broaden the target area of individuals with problems to families with problems, where possible, and to link agencies by widening their structure to provide for treatment continuity through diversification of services with these broader treatment methods.

B. General Accomplishments

In the demonstration period the Agency Programs Division set the following goals: (1) an increase in quantity and quality of existing agency services, (2) expansion or redirection of parts of agency services to assure that program is provided for previously neglected groups, (3) strong, aggressive support to the development of new services intended to reinforce total community resources, and (4) ease of documentation and retrieval of program data which most effectively register agencies' accomplishments and needs. While the limits of funding do not permit an evaluation of these resulting programs, nonetheless, a description of some of the more significant programs is appropriate:

1. Agency Information Program. To facilitate inter-agency cooperation and coordination an Agency Information Specialist was hired. First, a brochure about Project programs was produced. In addition, Lane County Youth Study Board personnel were recruited to emphasize findings about the community and to tell the Project story through a speakers' bureau. Requests for information about agency services were channeled through the Information Specialist's office.

2. Directory. Preliminary planning prior to the Project's demonstration year had shown the need for a directory of agency services currently available in Lane County. The Intermediate Education District already had listed agencies with a brief description, but it was felt that this list should be made more comprehensive. With the Project and I.E.D. sharing the costs, 1500 copies of a Directory of Community Agency Services were printed in August of 1965. Five hundred were sent to I.E.D., the rest were distributed by the Project. The Oregon Social Welfare Association has indicated they may continue publication of this Directory on a bi-annual basis. The Community Volunteer Office is also interested in continuation of the publication. Having produced the Directory the Agency Information specialist concentrated on maintenance of the speakers' bureau, public information, and public relations as part of the Community Development Division. Later, this position became an administrative supplement for the entire Project.

3. Newsletter

In early 1963, the Youth Project developed a communications bulletin known as the Newsletter. Information about the Project, its plans, current facts and figures regarding its demonstration populations, and other news items were circulated by mail. The Project's Board members, local educators, officials, and groups received copies to keep them informed.

The format of the Newsletter changed from the limitations inherent in the mimeograph process to include pictures and diagrams appearing in its printed version. The Newsletter was published once a month, and the Assistant Program Director, at that time, served as editor.

4. Community Health Council

A Project program analyst worked for three months helping with data collection and analysis for the Health Council's mental health study committee. Its concern was to assess the opinions of physicians, agency staffs, lawyers, and religious leaders regarding the community's need for mental health facilities, and other related services.

The Council's report credits 800 hours of Project's professional staff time, as well as 2500 volunteer hours contributed by 150 volunteers. Several Project personnel are members of the Health Council; both the Project Director and the Training Division Chief are members of its Board.

As the Agency Programs Division worked in this area, the evident need for community training resulted in establishment of the LCYP Training Division. In May, 1965, this Division held a two-day workshop for volunteers and agencies. It continued activities with the

Health Council and the Division Chief served as chairman of the 1966 Health Day. (Details of this Division's activities are included in Chapter VII).

5. Community Volunteer Coordinator

The Community Volunteer Coordinator, working on a half-time basis, provided resources for both Project and community needs. The coordinator fulfilled the following goals:

a. Recruitment and training of volunteers who gave both indirect and direct service to persons in the Project programs

b. Assistance in finding and developing resources for persons served in Project programs

c. Direct consultation service to community agencies

d. Strong and cooperative support to the local Community Volunteer Office for expanding its services in Lane County agencies

Volunteer services were developed early within the Project divisions. To help volunteers and others understand the Project, volunteers were given a general orientation to the Project by the coordinator, and specific "on the job" training by a delegated staff member in each Project division.

Two community agencies had an existing volunteer program at the Juvenile Department's Skipworth Home and Case Aide Program; and the Central Lane YM-YWCA. The coordinator worked closely with the persons administering these programs.

Direct service to youth, by volunteers, included:

a. "Big brothers" to youth in the Project's Educational Program classes
b. Case Aides for juvenile delinquents
c. Instructors for training, from knitting to car mechanics to personal hobbies at home

d. Tutors for remedial study and toward General Equivalency Diploma (G.E.D.) tests
e. Speakers regarding their own occupations
f. Professional services of physicians, dentists, home economists, and beauticians

Indirect services to youth, and services to agencies include:

a. Volunteer librarians at Project, Youth Employment Training Center, and Family Service Center
b. Secretarial assistance for Case Aide Coordinator and at the Employment Training Center
c. Research assistance with questionnaire mailing, coding, and interviewing
d. Transportation
e. Donations of clothing and household furnishings
f. Recreational needs; church and service group parties. U of O provided free passes to sporting events; local theatres offered free admission; service groups secured tickets to circuses, concerts, etc.
g. Central Lane YM-YWCA and the Eugene Parks and Recreation Department provided their facilities; churches provided rooms for meetings, baby-sitting, etc.

Two major changes affected agency structures. The Public Welfare Department began its own volunteer program. Some of their volunteers were trained to recruit and screen possible foster homes and to serve as friendly visitors to the aged on public assistance. The local Community Volunteer Office, staffed by the Junior Service League, was nearly disbanded through lack of interest. Through the work of two of their members who felt strongly about retaining the CVO, and with the help of the Project and the Juvenile Department representatives, a Volunteer Service Steering Committee was formed.

The Steering Committee contacted 53 agencies and a "Volunteer Opportunities" booklet was developed and distributed. A one-day conference was held September 17, 1965 and the third week of September was proclaimed "Volunteer Week" by the mayors of Eugene and Springfield.

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A Community Organization Consultant from UCLA and local persons gave speeches to the more than 300 persons attending.

The Community Volunteer Office became a more prominent volunteer bureau as a result. Volunteer registrations numbered 236, a substantial growth. The Office was referred to 50 separate agencies during 1965-1966. Office hours at the CVO were extended. Teen-age volunteers were recruited and for the first time its office was open during the summer.

In March, 1966, the Lane County Volunteer Services Council was organized as a non-profit corporation by the Steering Committee. An elected 12-member Board of Directors sets policy and oversees administration of the CVO. The Lane County Youth Project Volunteer Coordinator is secretary. The Council is actively seeking continued funding to expand CVO and to have a full-time paid director, at the professional level. In recognition of the agency-volunteer interests, the local paper now publishes a weekly column entitled, "Volunteers Needed."

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6. Family Service Program

Serving the needs of the multi-problem family was the primary purpose of the Family Service Program, which developed from the Cooperative Agency Service Effort (CASE) program plan. Multi-problem families are those having a previous record of referrals to at least two agencies. FSP was designed to employ sub-professionals who would relate to such families, since they were not benefitting from available professional help.

The sub-professional, known as the Family Aide, was to provide special resources--help find employment, encourage Project program participation, assist families to more adequately use existing community services, and help in improving the families' general living conditions and life style. From July 1, 1965 through June 30, 1966 there were 13 Family Aides serving 82 multi-problem families. Of the families served, 91% were in the defined category.

7. Agency Planning and Development Service

Agency planning and development were handled through inter-agency meetings. At the request of community agencies a workshop was held in October, 1964, to explain Lane County Project programs and its plans to assist with inter-agency communication and cooperation. Since major funding was not available for a full community organizational program, the Agency Programs Division devoted most of its efforts to giving strong, aggressive support to the Lane County Community Health Council and later to the Community Volunteer Office.

C. Evaluation of Selected Agency Programs

In addition to the foregoing services, the Agency Division administered several programs that were amenable to evaluation. Of these, the Lane County Juvenile Department received two: The Case Aide Program, and the Data Processing Program. The Lane Central YM-YWCA was the center of the Small Group Programs--one for boys and one for girls. Program descriptions and evaluations will follow.

II. CASE AIDE PROGRAM EVALUATION

A. Program Rationale

The Case Aide Program was undertaken jointly by the Lane County Juvenile Department and the Lane County Youth Project. It represented an effort on the part of these agencies to create a channel whereby interested community residents could become partners in the process of helping youth who are in trouble. The benefits were hypothesized as being two-fold. First, the youth should benefit from the relationship developed with an interested person, especially when this person is viewed as a resident of the community, rather than as an official from the court. Second, the involvement of residents in the programming of the Juvenile Department should be beneficial to the Department by, on the one hand, serving to make the community more sensitive to the problems of the Department, and, on the other, making the Department more sensitive to the needs of the community.

1. Rise in Juvenile Delinquency

One of the forces which leads to development of this kind of program in this community is the general increase in delinquency rates. The rise in juvenile delinquency has been recorded in both national and local statistics. The Uniform Crime Reports from 1961 through 1964 show that small-sized communities have a greater increase in delinquency rates than do communities with populations over 100,000. For example, the mean annual increase ranges from 4.6 (population over 1 million) to 8.2 (population of 100,000 to 250,000). But, as the community's population decreases the rise of delinquency starts at 9.0 (population 50,000 to 100,000) and becomes as high as 9.4 for communities with 10,000 to 25,000 people. The Eugene area, a small community, falls into the latter group.

This national picture fits the local trend with prominent features developing over a five-year period prior to the Case Aide Program. The Juvenile Department[1] has processed per year an increased number of delinquent youth since 1960 through 1964 by as high as 15.5% annually (average is 8% over the entire span). This is an incomplete picture, as the percentage does not reflect the number of delinquent offenses handled by the department. When comparing the total offenses, the annual percentage rise becomes as high as 20.8% (overall average is 10.5%) during this period. In other words, there has been an increase both in delinquent youth ($\bar{X} = 8\%$) and the number of offenses ($\bar{X} = 10.5\%$) committed in Lane County between 1960 through 1964.

This increase strains the resources of any local community. On the one hand, providing "fully-qualified" professional probation counselors is an expensive process. On the other hand, among the diversity of youth contained in this larger population, there are those for whom extensive "professional treatment" may not be necessary. Accordingly, alternative approaches are sought to best fit the needs of the youth, the Department, and the community.

2. Community Size and Bureaucratic Control

A second factor which provides a rationale for the case aide program is closely related to the growth of the community, the rise of delinquency, and consequent increases in the size of the Juvenile Department. As the Department grows in size, there is the ever-present danger that it will become "removed" from the community. However efficient and rational a correctional bureaucracy may be, it may find itself removed from important community centered correctional processes if it comes to be viewed as a highly formalized agency peopled by outside professionals. The Director of the Juvenile Department recognized this danger in his statement contained in the 1964 *Annual Report*:

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[1] Annual Report, Lane County Juvenile Department, 1965, p. 2.

> "The court must bring the people of the community back into its program of services. For too long, trained professionals have given the community an impression that only fully qualified professionals can do this job. Furthermore, the community has tended to willingly turn over its responsibility entirely to paid professionals. The overall effect has been isolation of community people from the poor, the needy, the mentally ill, the disintegrating family, the delinquent, and so forth." /1

Organizational attempts to "correct" individuals, it is argued, will be more effective if they take into account the natural community. Kobrin, in describing the Chicago Area Project, makes this point as follows:

> "It is a commonplace of sociological observation that the sources of control of conduct for the person lie in his natural social world. The rules and values having validity for the person are those which affect his daily nuturance (sic), his place in primary groups, and his self-development. He is responsive as a person within the web of relationships in which his daily existence as a human being is embedded. /2

The Case Aide Program, then, represents an attempt on the part of these Lane County agencies to link themselves to natural community correctional processes. For the young persons involved with aides, there was seen a gain through the process of identifying with an adult who is part of the wider community. For the Department, the program served to cement a

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[1] *Annual Report*, Lane County Juvenile Department, "A Case for Volunteers," Jewel Goddard, Director, 1964, p. 2.

[2] Kobrin, Solomon. "The Chicago Area Project," *The Sociology of Punishment and Correction*, New York: John Wiley and Sons, Inc., 1962.

definition of correction as being the responsibility of the community, rather than a problem to be dealt with exclusively by the Juvenile Department.

B. Program Implementation

In August, 1964, the Case Aide Program, designed to assist delinquent and delinquent-prone youth by relationships with an adult, was officially activated at the Lane County Juvenile Department. The Case Aide Program Coordinator attended several preparatory meetings with representatives of the co-sponsoring agencies, the Lane County Juvenile Department and the Lane County Youth Project. With local plans developed from these meetings and having federal sponsorship, funded by the President's Committee on Crime and Delinquency, the coordinator was prepared to introduce this program to the community via mass media and announcements to large groups.

Recruitment

Within a month, by September, 1964, recruitment of volunteer case aides had begun. The initial mass media modes of informing the community about the program and recruitment of aides were radio, television, and newspaper announcements. Unions and service groups were asked to inform their members and request volunteers. The University of Oregon was asked for aides.

During the span of the program, the coordinator, a case aide representative, a prominent minister, and the Project's Program Director spoke to the listening or viewing audience about the program. One radio program scheduled two shows where interested listeners could phone the station and question the speakers. As volunteers gained first-hand experience, they, too, served an important role in recruiting citizens as aides.

Screening

Once the names of prospective aides became available, screening became the next step. The major tools used were letters of reference from employers, ministers, professors, _et al_. Police files were checked for records other than traffic violations. These sources remained effective throughout the program. Psychological tests were discussed as a possibility, but held in reserve for use only when other methods became exhausted and extreme ambivalence remained regarding a particular applicant's help.

Characteristics of Case Aides

Over 76 citizens responded including housewives, businessmen, University professors and students, and blue-collar workers from construction and woods. Sixty-nine persons were accepted into the program, and 60 became active.

There was an almost equal split between male aides (55%) and female aides (45%). An aide was most frequently between 18 and 29 years old (62%) and generally married (75%). Of the married group, 35% had no children, while 18% had two children, the next highest response.

White-collar workers totaled 34% of the group, college students ranked second with 25%, housewives represented 18%, and blue-collar workers comprised 13% of the group. The remainder gave no answer. Excluding the 48% (N=29) who are college students, housewives, or unknown, the socio-economic status of the volunteers follows:

12% Government, Education & Public Administration (N=7)
10% Construction (N=6)
10% Wholesale and Retail (N=6)
8% Finance, Insurance, & Real Estate (N=5)
5% Manufacturing & Lumber and Wood Products (N=3)
5% Business & Repair Services (N=3)
2% Professional & Related Services (N=1)

Educationally, 78% (N=47) of the aides are either currently attending or have completed college. At the vocational and business school level, one-sixth or 17% acknowledged completion. Membership in an organized religion such as Protestant, Catholic, Jewish, or other was professed by 80% of the group. Thirteen per cent said they had no religious affiliation, with the remainder not responding.

ACTIVE CASE AIDES

Males
N = 33

Mr. Frank Adams
Mr. Bill Black
Mr. Jake Brown
Mr. Dale Bruegger
Mr. Mel Clark
Mr. Ralph Collins
Mr. George Eben
Mr. Jim Elliot
Mr. George Evans
Mr. Bob Godfrey
Mr. Don Gunther
Mr. Steve Haberman
Mr. Floyd Hammack
Mr. Jim Horstrup
Mr. Max Howard
Mr. Jerry Jamison
Mr. Jim Johnson
Mr. Bruce Kelleran
Mr. Mel Kirkland
Mr. Howard Keown
Mr. Larry Large
Mr. Bob McCabe
Mr. Mick Murray
Mr. Stewart Place
Mr. Loren Remy
Mr. Bob Richmond
Mr. Walt Rickson
Mr. Chuck Seven
Mr. Gary Trinka
Mr. John Trunquist
Mr. Larry Vollmer
Mr. Paul Walker
Mr. Joe Watson

Females
N = 27

Mrs. Sara Anderson
Mrs. Jean Balle
Mrs. Beverly Barr
Mrs. Kathy Burrington
Mrs. Sarah Dally
Mrs. Carol Logan
Miss Molly Feldman
Miss Yvonne Grosulak
Mrs. Carole Hanson
Mrs. Lianne Hutton
Mrs. Doreen Jones
Mrs. Barbara Keeler
Mrs. Becky Kelleran
Mrs. Korleen Lazarotta
Miss Leslie Lee
Mrs. Jane McCrory
Mrs. Shirley McGath
Mrs. Sunny Pipin
Mrs. Beverly Ramstead
Mrs. Paddy Redaway
Mrs. Harriet Smith
Mrs. Dorothy Snyder
Mrs. Donna Sprecher
Mrs. Kathi Swanson
Mrs. Candi Walker
Mrs. Alda Walster
Mrs. Juanita Willis

Orientation and Training Sessions

During the early part of the program, a series of four orientation meetings were held for case aides. Session I dealt with the philosophy of treating juvenile offenders and how the local Juvenile Department was administered. Session II concerned itself with the role of the aide--to develop a relationship. A broad framework was presented in terms of the types of youngsters referred, source of referrals within the community, and some dynamics pertaining to "everyday psychiatry."

Session III dealt with the process of meeting the youngster and the area of matching the youngsters' interests with adults possessing like interests.

Session IV was open-ended dealing with community resources at their disposal and an opportunity for questions. Usually some items in the earlier meetings were not clear and needed further elaboration.

The first orientation was considered crucial. Existing program members asked the coordinator to stress to newcomers the importance of commitment, follow-through, and attendance at training meetings throughout the year.

Training sessions were held bi-monthly following the orientation meetings. The group discussed their youngsters, their problems, and areas of problem resolution in a productive manner. Democratic discussions, with the coordinator serving as catalyst, characterized these meetings. This approach was used to foster case aide independence. The ensuing criticism and emotional support was helpful to the aides. Guest speakers of the inspirational category or those directly knowledgeable about the needs of youngsters were well received by the group.

college person feels that the college case aide has a lot to learn which might possibly come from just growing up.

Nature of the Program

1. Youth Served. The Case Aide Program served 97 youth referred to the Lane County Juvenile Department from August, 1964, through August 15, 1966. Various sources of referral were used to select youth for the program including referrals from intake counselors, referrals from back-loads of counselors, and referrals directly from the Case Aide Coordinator. The youth served by the program display the following characteristics:

a. Sex. A majority of the youth served by the program were male (58%). At the same time, it should be noted that this is a lower percentage than for general referrals to the Juvenile Department (77%). In other words, while the program serves more males than females, it does tend to select females somewhat more than their proportion in the total Department population.

b. Age. Most of the youth engaged by the program were in their mid- to late-teens. Forty per cent were sixteen or over, while only seventeen per cent were twelve years of age or younger.

c. Delinquency. Virtually all the youth referred to the program were delinquency referrals (92%), although a small group was referred for dependency only (8%). Somewhat over half the delinquency group were repeat offenders, total of 54% showing two or more delinquency referrals to the Juvenile Department. Included in the client population was a small percentage of more persistent offenders, since 12% had four or more referrals to the Department.

Looking at the fifty-nine youth who were in the program for a long enough period so that the effects of the program could be evaluated, we find that the most common offenses to bring referrals are larceny-shoplifting (27%), ungovernable(26%), runaway (14%), and burglary (10%). This distribution closely resembles the total distribution of offenses which resulted in a referral to the Juvenile Department in 1965. Of the seven most frequent reasons for referral among the case aide youth (larceny, ungovernable, runaway, burglary, "other," vandalism, truancy), five are also among the major reasons for referral to the Juvenile Department for the wider population of Department referrals. The big exception is "minor in possession of liquor," which ranks as a major reason for referral to the Juvenile Department but is not found among the case aide youth population. It is clear, then, that referrals for "minor in possession" are screened out of the case aide program.

2. The Role of the Case Aide

The case aides performed a variety of roles and activities with the youth. Some aides were more specialized than others. One aide, for example, served exclusively as a tutor to youths having problems with their school work. Other aides either helped with their youths' homework, or instructed them to set aside a certain portion of the evening for study.

In building a relationship with their youth(s) the aides often praised him when he did something well, listened to the youth, and discussed his problems with him. This called for an understanding role. A youth was usually impressed if he felt his aide had experienced similar problems, and they could talk about such things freely and arrive at a mutual understanding.

Sometimes a need for guidelines or for limit-setting arose. The aide, working with the parent(s), sought to arrive at an agreement within the family. On one occasion, an aide was called in to arbitrate an argument between mother and son. On another occasion, a father of a delinquent youth always called the youth's aide for an opinion before the father took any action. One aide found the best way to handle her girl was to give strict orders and request a phone call to let the aide know the girl had done as asked. Another time, if a youth didn't do some of the chores his mother requested, certain activities promised by the aide were withheld, by previous stipulation.

Some aides found their youths had never learned table manners, how to set the table, or other domestic niceties. Women aides often helped their girls with new hair-dos or went shopping with them to help them select clothing. Men aides taught boys how to chop wood, build model racing cars, repair radios, and other masculine activities.

Activities with youth were high on the list of services provided by the aide. Many of these were "first time" activities for the youth. In one case, although a girl had lived in Eugene for some time, she had never been on the University of Oregon campus until her aide took her.

The men and boys enjoyed sports like golf, swimming, tennis, canoeing, fishing, watching planes at the airport or flying in an airplane, and all college level sports, as well as camping. Women and girls also shared some of these sports events. In addition, they worked on sewing, knitting and cooking, or went to a style show or the beauty shop.

Outside resources were contacted while the aide was working with the youth. Approximately two-thirds (65%) of the aides contacted the youths' school regarding their performance. Over two-thirds (70%) called the YWCA or YMCA or some other youth group on behalf of their assigned youth. If the youth was looking for a job, the aide helped him apply, often with success.

The case aide is no substitute for a counselor. Counselors retained responsibility for case supervision unless this responsibility was transferred to the Case Aide Coordinator. The counselor depends upon the aide to spend his free time with youth who need an adult companion as well as someone to connect the community's resources to the specific needs of the youth. The aide depends upon the counselor to identify major conflicts within the youth, provide a certain amount of therapy, represent the youth in Court, serve as liaison person for the aide when needed, and, in general, provide professional assistance.

The aide works with the counselor discussing problems and seeking advice or giving opinions. The most frequent case aide contact with counselors was once or twice a month. Once the initial aide-youth introduction was made by the counselor, his duties with these youth lessened, according to 53% of the counselors. Only 13% reported more frequent contacts. A total of 73% felt the case-aided youth showed a beneficial change.

In summary, both the counselor and case aide have the same goal, but their means differ. These means, recognized as individual ingredients by authorities in the delinquency and correctional fields, combine into a social pact involving community assistance with delinquent youth. This social pact fulfills the youth's need to experience both a family-like relationship and opportunity, plus professional counseling.

The planning for the case aide's role had two major facets:

(1) A representative of the community's ideals and a model on a level acceptable and usable by the youngster;

(2) Concrete assistance in living through a variety of ways as indicated by the individual case, including, if necessary, such matters as finding a job, providing recreational opportunities, serving as a listening post or sympathetic friend, etc.

A Case Aide volunteer is expected to be sensitive about the implications of his behavior on his youth, but not to the extent of being sophisticated about psycho-social dymanics of behavior. Through his attitudes and behaviors he is expected to show the youth and his family alternate ways of approaching life's problems. Concrete assistance is offered on these occasions. A minimum of 15 hours per month is required which includes training, working with youth and their families, and developing resources for the youth. As the aide learns what is expected of him, he spends a greater portion of his time in direct service to youth.

A process of matching the aide and the youth into the program took several forms. Some of the views of program staff regarding this matching process are listed as follows:

a. Young housewives with one or two preschoolers seem to work best with "acting-out" teenage girls.

b. The middle-aged housewife, who has one or two teenagers about the same age as the youngster she is relating to, becomes anxious as she wonders whether or not her own children are getting into the same types of difficulties. It is best to assign her to younger children.

c. The college senior seems particularly helpful with the young teenage boy or girl, whose "acting-out" is relatively well contained and who needs big-brother or big-sister types of help, and very often this can include tutoring.

d. When both parents are in the home, it is advantageous to assign the boy in that family a younger male case aide to avoid over-rivalry with the father.

e. The blue-collar worker seems to be particularly effective with the youngsters referred to the program, and the program might be conceived as meeting a real need for status with this group.

The following excerpts from a case aide's report from the Juvenile Department's 1964 Annual Report provides an illustration of some of the roles performed by the aide as he works with his assigned youth.

THE CASE OF TOM

"On October 16, 1964, at the Juvenile Court, I was introduced to Tom and his mother.... After being introduced and receiving the fundamentals of Tom's problem from his counselor, I took them to their residence. I had about a thirty minute conversation with the people in regard to my part in participating in the program and acting as a "big brother" to Tom. I returned the following day.... and Tom and I cut some wood, went hunting and discussed sports. During this time I was trying to feel Tom out about his problems. This continued for approximately two weeks, during which time I made routine visits three and four times a week to their home in the evenings and had several discussions with his mother regarding Tom, what he likes, what he doesn't like, and his school work. I talked to Tom about his school and how he got along with his teachers, what he thought his grades were--at which time he informed me he was doing real well and didn't have any problems. I asked him at this time to inform me when they had an open house or a conference at the school so I could meet his teachers.

"Tom telephoned me a few days later informing me that the school was having an open house at 7:30 in the evening. I told Tom that I would go and meet his teachers and find out how he was doing in school. The first class I attended was his Social Living class. His teacher... Mr. B. informed me that Tom was doing quite well and that he seemed to study and pay attention..."

"The next class I attended was his Math class. His teacher is Mrs. C... she informed me that Tom was quite loud in class and had quite a problem keeping his mouth shut. She said he worked in the cafeteria during the lunch hour.... On several occasions Tom would be 5 or 10 minutes late, and upon entering the room would sound off and wave his arms enroute to his seat. I asked Mrs. C. if she thought Tom was capable of doing the work and she showed me a paper that Tom had worked in Math. This work was done in a group. His paper was excellent...

"The next class I attended was Tom's Shop class. The teacher is Mr. D. He informed me that Tom showed very little interest in his shopwork and stressed the fact that he had to assign Tom a project to do because Tom was lingering around and hadn't made up his mind.... I discussed a project or two with Mr. D. that I had planned with Tom at my own home in regard to woodworking which would involve some power tools. I decided to dispense with any woodworking projects at home until Tom has had a little more experience in woodworking. Mr. D. agreed with me that this would be the proper thing to do at the time.

"The next class that I attended was Tom's P.E. class...Tom's behavior was quite good...

"After leaving Tom's P.E. class, I returned to the office to have a conference with Mr. H., the Vice-principal.... Mr. H. told me that Tom's behavior was quite good this year compared to what he was the previous year.

"The next evening I discussed school with Tom.... He didn't care for Mr. D. so that is why he wasn't going to do anything. I informed Tom of his obligations to Mr. D. due to the fact that he was one boy in a class of 28 or 30 boys and that Mr. D. cannot possibly work directly with him all of the time, that he is going to have to do things on his own, that he would have to learn to control his temper, keep his mouth shut, pay attention, and do his work. Our discussion regarding his Math class was very similar to the prior conversation in which Tom told me that he would try to do better.

"The week after being introduced to Tom and his mother, I paid a visit to his home one evening... Quite by accident his counselor and I arrived at approximately the same time. Tom had been fighting within the neighborhood and one of the neighbors had called the Juvenile Department. His mother had him grounded at home for the evening. The counselor and Tom obtained the facts about the fight and returned to the house. The counselor and Tom had a short conversation regarding discipline. I then informed Tom since he had been grounded and had left the house, that he was grounded for two more days... He remained at the home after completing his paper route for these two days. The following week-end, Tom and I went pheasant hunting in the morning, returned to his home and I helped him chop some wood, showed him how to stack the wood, and the best way to use the axe. He thanked me for my help...

"When Tom received his report card, I had instructed him to call me... He had two C's and three D's and his citizenship report was one "N" for needs improvement, one satisfactory, three unsatisfactory. I informed Tom I could buy the two C's and the three D's not knowing his ability in school. I also told Tom that I definitely would not buy this citizenship report due to his behavior when he was in my presence and in the presence of my friends and at my home. I told him I knew that he could do better and it definitely was not necessary to behave in this manner. Our conversation on the subject continued approximately 30 or 40 minutes, at which time to date there had been no more said regarding his work at school. I arranged for a group conference with his teachers. This was approximately 30 days after the original meeting. Tom's teachers informed me that the day following the open house that Tom's attitude changed entirely towards school and his studies. Mr. B. whose class was first in the morning, informed me that Tom arrives at school approximately 10 minutes early, goes directly to his desk and proceeds to study. Mrs. C., the Math teacher, advised me that Tom is keeping his mouth shut and doing quite well in Math now. Various times he comes to her and asks, "Mrs. C., am I doing better today?" She tells him that he is doing better. I feel Tom is a boy who needs praise in his life or he is lost.

"I have worked with Tom as much as possible as far as participation with my family. We have him over approximately every week-end. My wife, daughter, Tom, and myself attend the wrestling matches on a Saturday evening. Tom was quite pleased that we were able to attend this with him. Tom and I, on a couple of occasions, have delivered his Sunday morning papers together. The last time we delivered papers together he had called the evening before and asked if I would come and help him deliver his papers as they were heavy. I informed him at the time that I would help him this particular time, however, this was not going to become a routine. I explained it was his responsibility since he was the paper boy, to undertake this job himself. Tom informed me that it would be a lot easier for him on his paper route if his bike was repaired, so on the same day we took his bike to my home, repaired a flat tire, repaired the front axle and he was in business.

"Tom's mother called me one evening and asked that I come over as she was having quite a problem with Tom's behavior. When I arrived, Tom, his mother, and I sat down at the kitchen table and handed me a "stack" of complaints (she called it a stack--there were three complaints). I looked through these complaints and questioned Tom about them. I found that he had one complaint per month for the last 3 months on his route. His mother apologized for calling me. She had thought that these were all for the last month's deliveries. Tom told me his mom bugged him. He said she gets after him and really "gets" him. I asked Tom if he thought that he ever bugged his mother. Upon repeating this question, Tom said yes, he supposed he did once in awhile. I told Tom that I had not been called over there to discipline him or his mother directly.

"I followed through on a letter dating back to September from Tom's counselor to the YMCA regarding Tom's Y card. I talked to ... secretary and she informed me that Tom would definitely be issued a card ... they didn't have his correct address...Tom had his Y card as of December 4, 1964.

"Tom and I have a study period in the evening Monday through Friday consisting of one hour study which we have broken down into two half-hour periods... When Tom does not have homework...I have instructed him to bring a library book home and read it during this study period. I think when I visit in the home and mention this study period frequently, he does fairly well. His mother doesn't seem to be able to stick to her guns in seeing that he does it. I believe she has tried on one or two occasions but he won't listen to her. Tom's mother informed me that his behavior was quite good in regard to their ability to get along in the home. She said that Tom is doing quite well feeding his dog, keeping his room tidy, doing his homework and his paper route."

As can be seen, this particular aide was quite active and became involved in the youth's homelife. He aided in fulfilling a father's role, who was absent from the home.

Units of Service

"Over the past year (1965) an average group of 30 case aides expended 15 hours (average) per month with their youngsters. This conservative estimate amounts to a yearly donation of 5,400 hours of donated time invested in working with children and adolescents. In addition to this volunteer direct service time, it should be noted that each case aide is expected to invest in 6 hours of on-going training per month. This means that each aide has a minimum of 72 hours per year of on-going training and this takes in account an occasional missed meeting because of illness, or a special occasion," according to the coordinator's 1965 program report. Expanding this estimate to cover the two year program span, the amount of volunteer time would approximate 10,800 hours of direct service to program youth.

Coordinator's Role

The coordinator fulfilled several roles during his 28-hour work week. They are as follows:

Recruiting, training & supervision	8 hours
Consultation with staff	8 hours
Resource development & coordination	4 hours
Evening meetings	4 hours
Telephone communication with aides	4 hours
	28 hours

His supervisory contacts with aides were on a need basis. They generally centered on a crisis in the youngster's life in which the aide was seeking some direction. During these consultation periods, the aide was encouraged to carry over learning from a specific problem to the overall task of helping youth.

Components of the program carried out by the coordinator to make it succeed must include a) careful groundwork between agency and volunteer group, b) getting "swingers" to participate, c) careful selection of youngsters, and d) a coordinator who feels comfortable and knowledgeable about small group methodology.

During the program, the same coordinator remained in his position, although various aides moved in and out of the program. He was responsible for coordinating a number of additional activities in case aides. For example, one aide, in addition to her surveillance and dependency caseload, served as a representative at a monthly meeting held to discuss the overall volunteer functions and performances at the Juvenile Department. A Speaker's Bureau was launched and the biggest request for this resource was P.T.A's, especially at the elementary school level. Activities to build resources toward project planning or fund raising were performed.

In addition, the coordinator gave many talks in the community about the implications of the program and the possibliity of initiating similar type programs in other settings. He was involved with the local Department of Public Welfare, the School District #4, Mental Hygiene Clinic, and the University of Oregon School Psychological Services in an attempt to better acquaint them with the implications of the program, hopefully in terms of their future initiation of similar type programs. Other locales as far away as New Orleans, Louisiana, and Alaska have been interested in the implications of the Case Aide Program for their particular communities, especially in light of the Office of Economic Opportunity Community Action proposals.

Changes in Program

As the program progressed, certain changes occurred and ideas for change emerged. 1) The coordinator's time was increased from 20 to 28 hours per week. 2) The aide training sessions were changed in number from four to three to hold interest by shortening the time from first meeting to assignment of a youth. 3) The source of referrals changed to emphasis on intake, rather than from counselor's caseloads, as in the past. Counselors could still refer youth from their group, however. Another change, concerning matching of youth, developed from experience. 4) The exact matching of aide and youth by interests and/or activities is less important than that the youngster like the adult and be able to feel that his friend is sincerely interested.

Two ideas were promoted, but not implemented. One was to have "key volunteers" supervise other volunteers. This idea was voted down by the aides, as they did not want to change the machinery nor be supervised by a fellow volunteer. The second idea was to limit the aide to one year of service before they begin to "burn out." The aide could then renew his "membership" for a year, if he so desired.

Regarding the change in training sessions, the following format was followed: In Session I, the contractual aspects of volunteering were highly stressed. The whys and hows of relating to youngsters were illustrated by an experienced case aide. This common sense approach helped loosen the new group to ask questions. Efforts were made to make a serious initial impression.

Session II covered the kinds of children seen by court personnel, and a brief description of the administrative structure.

Material by authorities in the field of delinquency and poverty were given out by the coordinator because attitudes of the public regarding delinquents often suffer from over-generalizations. Particular stress was on the fact that sensitivity, empathy, and deep commitment about another's welfare cut across class lines. Again illustrative information from program experiences was used. The attitude of "you are expert in certain areas of day-to-day living" was promoted to develop independence in "doing" with youngsters served in the program.

Session III pulled together loose ends, and the mechanics of meeting the youngster were given attention. Differences and similarities between counseling and volunteering were brought out. The major focus of this session was "What to do once a youngster is assigned." As the program continues to build resources for "doing," this kind of knowledge passed on to neophyte case aides.

C. Program Evaluation

As is true in any evaluation, the task of determining the effect of the program depends, first, on a specification of the explicit goals of the effort. In this instance, the program was designed (a) to bring about a change in the behavior of a group of youth referred to the Juvenile Department of Lane County, and (b) to bring about greater community involvement in dealing with the problem of delinquency through the use of residents in case aides. Each of these goals will be approached independently in the evaluation.

Effect of Program on Youth

1. **Design.** This program poses the same problem for evaluation as is true in most conducted by the Lane County Youth Project. It was

anticipated originally that the program would be larger than it was, so that the original evaluation plan consisted of a design whereby control youth would be drawn from areas outside Lane County. When it became clear that the program would be small, it was decided to draw the control population from within Lane County. Since the program was already in progress when this decision was made, however, it was not possible to create a tight experimental design with random assignment to the experimental program.

Since it was felt important to create control groups, an alternative was used to select controls, namely, a matching process. A first problem encountered in creating matched experimental and control groups was the need to eliminate some youth from the experimental group. One group of youth (15 cases of the total of 97) eliminated were those who had too little contact with case aides to be considered part of the experimental group (as where the aide might write a letter to the school, or serve some other ancillary function but not have direct contact with the youngster). A second group was eliminated since first exposure to the program came too late to evaluate program input (23 were eliminated, reducing the group of eligible youth to 59).

An additional problem in the creation of matched experimental and control groups arose as a result of the nature of the records maintained by the Juvenile Department. The IBM records utilized to select matched controls were available only for the years 1964, 1965, and forward. A total of twenty-two (of 59 remaining youth) did not have 1964 or 1965 first delinquent referrals and could not, therefore, be retained for the matching process. After removing those youth who had moved, or who had siblings also receiving treatment (a total of 17 or more), twenty experimentals remained who could be placed in the experimental group used here.

Matched control youth for these remaining twenty experimentals were located by means of the following criteria:

a. Sex
b. Year of first delinquent referral
c. Age at first delinquent referral
d. Number of delinquencies before first case aide contact
e. Type of referrals classified by major vs. minor. /1

Of necessity, the first four matching variables took precedence over the fifth variable regarding type of delinquency. Even with a large number (over 1,500 youth each year) to select from, it was not always possible to find an exact match utilizing this fifth criterion. For example, a youth with a major referral may not have been acceptable as a match because he hadn't had the correct number of previous delinquent referrals falling in the time span after the year of first referral and before the aide contacted the experimental youth. The fifth variable, thus, represents the closest approximation to type of referral. In addition, if a youth had two offenses charged against him at one referral, IBM could only code one to fit the system. Therefore, a second offense was unknown at the time of selection. These two practical considerations could produce a difference between groups.

2. Impact on Delinquency. A major goal of this program was to control delinquency. When comparisons are made between experimental and control groups, however, it does not appear that the program was able to achieve this goal. Among experimentals a total of six of the twenty youth were delinquent after the program, compared with five among the control group.

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[1] Ephron, Lawrence R. & Piliavin, Irving, A New Approach to Juvenile Delinquency, A Study of the Youth for Service Program in San Francisco, Survey Research Center, University of California, Berkeley, 1961, p. 35.

From these data, then, we cannot conclude that the program was successful in reducing delinquency.

It is entirely possible, however, that these findings are a result of biases involved in the construction of the experimental and control groups. For example, it may be that the experimental group consists of more "serious" delinquents, so that the recidivism rate observed, even if it is slightly above the control group, still represents a gain in the reduction of delinquency.

In order to test for differences in seriousness of offenses, the before and after offenses of the experimentals and controls were assigned seriousness weights. A system devised by Durea[1] was used. Although his scale was developed in 1933, more recent investigators[2] (1964) working in the same area with a more complex approach report a correlation of .91, when using 10 out of Durea's 14 variables that are comparable to variables in their study. To this extent, the scale used in this analysis can be considered to have a high degree of reliability. (Appendix A lists the offenses, their adaptions to these data, and Durea's assigned weights.)

When the groups are examined after the weights are assigned to offenses observed, there is a slight tendency for the experimental groups

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[1] Durea, M.A., "An Experimental Study of Attitudes Toward Juvenile Delinquency," Journal Applied Psychology 18, 1933, pp. 522-534.

[2] Sellin, Thorsten, Wolfgang, Martin E. The Measurement of Delinquency, 1964, Wiley and Sons, New York, p. 324.

APPENDIX A

Modified Version of Durea's Seriousness of Delinquent Act Scale

Value	Offense
68	Murder
45	Highway robbery
44	Arson
39	Burglary
36	Forgery
33	Immorality
32	Assault
30	Larceny
27	Stealing (includes: Shoplifting T&UMVWOP*, EMVWITS**)
21	Drunkenness (Includes: Minor In Possession)
20	Incorrigibility (Includes: Out of control, Ungovernable, Probation Violation, Disorderly Conduct, Threat of Bodily Harm, Conduct Detrimental to Welfare, Window Peeping)
18	Malicious Mischief (Includes: Vandalism, Injuring property, Fire setting)
16	Truancy (Includes: Runaway)
10	Vagrancy (Includes: Curfew)

Values were determined by 119 judges including psychologists, sociologists, juvenile judges, and education graduate students, who used the paired comparisons method. It is interesting to note this scale was developed during prohibition, which extended from January 1920 through December 1933. This may explain why Drunkenness rates higher than some other seemingly more serious minor offenses.

* Taking and Using Motor Vehicle Without Owner's Permission

** Entering Motor Vehicle With Intention To Steal to consist of slightly more "serious" offenders than the control group prior to the start of the program. (See Table 1.) This raises the question as to the extent to which the continued delinquency in the experimental group was a result of the more serious delinquency among them. When we look at the "seriousness" scores after the program we find, although the experimental group still has on an absolute basis a higher seriousness score, relatively there is somewhat less difference between the two groups. (See Table 2.)

A better method of examining experimental effects consists of an examination of changes in individual seriousness scores among the total groups, i.e., when we examine the distribution which results when the change in pre-test and post-test scores for each individual is computed. (See Table 3.) In this instance, somewhat more positive change is shown to occur among the experimental group (468 vs. 411). This means, in other words, that there is slight positive change distribution favoring the experimentals. Just so that not too much is made of this difference, by counting the plus and minus signs in the "effect distribution" column of Table 3, it will be noted that 8 of the change scores are in a direction favorable to the experimental group, 9 are in a direction favorable to the controls, and 3 are equal. By asking a difference question, namely, how many individual changes favor the experimental group, we have come up with an answer that suggests no program effect.

The purpose of these comparisons is to take into account the fact that the experimental group at the start of the program displayed a somewhat more serious distribution of delinquency. Examining simple recidivism rates might not be a sufficient method by which to examine program effect, since it would, perhaps, not measure "relative" improvement whereby experimentals "improve" in that they do not commit as serious acts of delinquency as before. We find little evidence that this is the case. Taking into account their relative position before the program, there is no strong proof that the influence of the case aide has been such to make the youth relatively less a problem to the community.

The negative nature of these findings is still clouded by the possibility that initial differences between the demonstration and control group are confounding the comparison. An alternative to this design is one where the experimentals are used as their own controls. The logic of such a design is simple, perhaps deceptively so. It is based on the simple fact that no better "control" can be selected for an individual than himself. In such matching identity is achieved. The major problem, of course, is that individuals do change over time, in different ways, so that some techniques must be employed to control for maturation.

The fact that the experimental and control gruops were limited to youth having their first referral in '64 or '65 detracts from the representativeness of the sample. The youth eligible for the experimental as their own controls method are from the entire group of non-mobile youth. A minimum time-span of two months was required for each of the three periods--before, during, and after case aide care, as of the cutting date of August 15, 1966. Eighteen youth or a total of nine matched pairs with valid records resulted.

It was felt the effects of maturation should be controlled. This was attempted by computing ages at time of first delinquent referral and again

Table 1. Delinquency Seriousness Scores for Case Aide Experimental and Control Groups Prior to Program.

Pair	Exp.	Control	d	Rank of d	Rank with Positive Sign
1	20	20	0		
2	38	18	20	14	14
3	20	27	-7	-6	
4	20	10	10	7	7
5	40	59	-19	-12.5	
6	45	42	3	2	2
7	39	20	19	12.5	12.5
8	78	47	31	17	17
9	10	10	0		
10	36	36	0		
11	46	20	26	16	16
12	27	30	-3	-2	
13	39	21	18	11	11
14	30	27	3	2	2
15	30	43	-13	-9	
16	60	77	-17	-10	
17	39	16	23	15	15
18	21	26	-5	-5	
19	39	43	-4	-4	
20	18	30	-12	-8	
	695	622	$\bar{X} = \frac{+73}{20} = 3.65$	$\Sigma + = 96.5$ $\Sigma - = 56.5$	T = 96.5 N = 17

K = .17 Probability level Wilcoxon Matched-Pairs Signed Ranks Test

(one-tailed test on upper tail)

Table 2. Delinquency Seriousness Scores for Case Aide Experimental and Control Groups After Program.

Pair	Exp.	Control	d	Rank of d	Rank with Positive Sign
1	0	0			
2	0	0			
3	41	0	-41	5	
4	0	0			
5	0	0			
6	21	41	+20	+2	2
7	30	0	-30	4	
8	95	0	-95	6	
9	0	0			
10	20	20	0		
11	0	104	+104	+7	7
12	0	0			
13	20	18	-2	1	
14	0	0			
15	0	0			
16	0	0			
17	0	0			
18	0	0			
19	0	0			
20	0	28	+28	+3	3
	227	211	Σ-168 Σ+152 - 16		T = 12 N = 7

$\bar{X}$ = 20 = -0.80

K = .40 Probability Level

Table 3. Distribution of Charges in Seriousness Scores Before and After Program for Case Aide Experimental and Control Groups.

Pair	Experimental Group	Control Group	Effect Distribution
1	+20	+20	0
2	+38	+18	+20
3	-21	+27	-48
4	+20	+10	+10
5	+40	+59	-19
6	+24	+ 1	+23
7	+ 9	+20	-11
8	-17	+47	-64
9	+10	+10	0
10	+16	+16	0
11	+46	-84	+130
12	+27	+30	-3
13	+19	+ 3	+16
14	+30	+27	+3
15	+30	+43	-13
16	+60	+77	-17
17	+39	+16	+23
18	+21	+26	- 5
19	+39	+43	- 4
20	+18	+ 2	+16
	468	411	Difference = +57

The 57 point difference, favoring the experimental group, represents a 13% inflation in Before-Seriousness scores over the same type of scores for the control group. A plus sign indicates the before score is higher than the after score. This percentage difference was based on the absolute values (e.g., sum of positive and negative differences of the effect differences which had an absolute total of /425/).

immediately after the program. Same-sexed youth were then matched on ages at these two points in time. Age at first delinquent referral reflects when the youth first was referred to the Department, not necessarily his age at his first delinquent act, which could vary for both designs.

The two groups of before and after age/sex matched youth were then randomly assigned to the experimental group or the control group. This chance assignment is somewhat equivalent to assigning youth treatment or non-treatment in the randomization process, once selection has occurred. (Matching first for age and sex is the detracting factor.)

The following diagram illustrates how the resulting four sub-groups were entered into a table for analysis. The cells are labelled alphabetically. Measurement occurs between cells A and D.

1. Cell D contains the experimental group whose delinquent referrals are measured after the program. These youth are matched on age and sex with cell A youth.

2. Cell A contains the control group, whose delinquent records are measured from first delinquent referral until entrance into the Case Aide Program. Ages of youth in both cells A and D coincide with time of measurement.

3. Cell B youth, although matched with cell C youth, are ineligible for analysis in this matched design. Their ages at time of measurement differ from cell C's ages at time of measurement. (Cell B, matched on age after the program, would be measured at an earlier age when placed in the "without treatment" row of this table.)

4. Cell C youth are also irrelevant to this age-matched analysis for the same reasons as cell B.

Diagram I
Illustration of Method of Analysis for
Experimentals Used as Their Own Control

	Age Before	Age After
Without Treatment	A) Matched with	B) Matches
With Treatment	C) Matched with	D) Matches

The data in Table 4 reflect 13 delinquent referrals for the five youth comprising cell A, the control group. Of the five matched youth reported in cell D (the experimental group) only four referrals resulted after the program. The McNemar Test[1] shows a significant change favoring youth with treatment over those measured "without" treatment. The probability level is .053, using a one-tail test. Therefore, when the experimental design uses the experimentals as their own controls, there is a treatment trend toward a reduction in delinquency referrals, within the limits of these data.

Table 4
Frequency of Delinquent Referrals
Using Experimentals as Their Own Controls
Matched for the Effects of Age
(N = 18)

	Age at First Delinquent Referral (Before)	Age After Case Aide Contact
Without Treatment	A) 13	B) 13
With Treatment	C) 2	D) 4

A serious limitation of a test performed at this time is the unequal amounts of time existing before the Case Aide Program in contrast to after the program. The after period is 58% of the before time-span (53 months to 90 months). Any statement made about this finding must be considered in this light of caution, as this may be a short-termed finding only, based on a small number.

These two designs yield results that are weak and inconsistent. In part, this result is what might be expected given the way in which the inherent complexities of these youth and their aides have been mixed.[1]

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[1] Siegel, Sidney, Nonparametric Statistics, New York, McGraw Hill, 1956, pp. 63-67.

3. Type of Treatment for Type of Delinquent. Not all delinquents are alike. Therefore, one type of treatment may change one type of youth, while it hinders another. Matching one type of aide with a certain type of youth may or may not "take." Interactions of these variables may balance out any possible outcomes.

In the Community Treatment Project in California, Palmer predicts youth with communicative-alert, impulsive-anxious, and (to a lesser extent) verbally hostile-defensive characteristics are more likely to produce lower recidivism rates when assigned to parole officers who are oriented toward "relationship/self-expression".[2] On the other hand, youth having dependent-anxious, impulsive-anxious traits...will have lower recidivism rates when treated by parole officers who are of the "surveillance/self-control" orientation.

The Community Treatment Project has developed nine sub-types of delinquents' responses, which have been assigned treatment plans. The treatment plans involve several areas including implementing goals, placement plans, family treatment, kinds of controls, kind of treator, treatment method. While the scope of treatment is wide, major emphasis centers on the type of persons who will be able to perform the required role counterpart needed for the youth's growth along their interpersonal maturity level scale. Although they do not rely on volunteers, their treatment plans do include specifications of types of foster parents to seek, personal characteristics of the counselor, etc.

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[1] Warren, Marguerite Q., "Implications of a typology of delinquents for measures of behavior change: A plea for complexity," California Youth Authority Quarterly, 1965, 18, No. 3, pp. 6-13.

[2] Palmer, Ted, Types of treators and types of juvenile offenders, Youth Authority Quarterly, 1965, 18, No. 3, pp. 14-23.

In the Case Aide Program, the interpersonal qualities of both the aides and their youths are not known. If these variables are controlled at the selection-matching process, the likelihood of experimentals effects might increase, since the treatment's objectives would have been outlined in finer detail, including the youth having been assigned a counselor who complements his development level. There might have been increments of possible change that should be measured relative to the youth's previous level of functioning and to the specific goals set for him. These changes may or may not have occurred, but our tool(s) are not refined enough to say--we have only the final gross behavior of recidivism rates to use for measuring change.

The PICO Project[1] points out another problem. The youth may be assigned the correct treatment, but no effect emerges as there is too little of it. A group of their youth classified as "treatment non-amenables" showed "some slight evidence of gain" after the first six months. At the end of 12 months, however, this gain was lost. Such a short-termed effect may well be occurring with the youth comprising those experimentals used as their own controls measured for after-referrals.

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[1] Adams, Stuart, "The PICO Project," reported in Johnston, N., Savitz, L. & Wolfgang, M. E., The Sociology of Punishment and Correction, 1962, Wiley & Sons, New York, pp. 213-224.

Effect of Program on Community

1. Case Aides: Introduction and Method

A second major goal of this demonstration is involvement of community residents with the lives of juvenile offenders and, to some extent, their families. This first-hand contact broadens the citizen's awareness of youths' problems. By focusing on one or two youth at a time, it was assumed the citizen aide would develop a new outlook on juvenile delinquency. He would come to know and like a youth known as a "delinquent." In trying to help a youngster, he would have experienced "ups and downs" to be expected in working with delinquents.

An attempt was made to find out what do the aides actually do, and what are some of their opinions about what they are doing. Answers to these questions and others were derived from two sources. First, aides wrote brief resumes of what happened during their contact with the youth. These contact notes were sampled for evidence of the most frequent roles performed.

A second method concerned mailing aides questionnaires after the close of the demonstration period. As a result, slightly over one-third of the entire group was represented. Responding were 53% of those eligible, i.e., those who had not moved or had not disqualified themselves. The following responses are based on 23 returns.

Aides and Youth. Approximately half the aides (52%) felt they had made a good impression with their youth at their first meeting. A fair impression was reported by 43% of the respondents, with 4% indicating they didn't know. Almost all these aides (91%) felt the youth they were assigned needed a case aide.

From a sample of contact notes (N =17), the most frequent role performed was the activity role of "doing what the youth likes." The second most frequent role was providing resources for the youth by contacting others for assistance. To the extent of this sample, aides have shown they fulfilled their functions first to the youth's need for activity and companionship, and second by becoming the liaison who relates youth to the community.

The aide can often offer opportunities for activities that the child would otherwise not experience. In addition to sporting events and personal interest activities, some youth attended concerts, plays, the museum or zoo to broaden their cultural experiences. In judging how many first time activities the aide and his youth shared, 78% of the aides reported from one to six new activities. One aide (4%) recalled nine or more new activities, while 13% reported none.

Aides performed other roles as well. As the occasion arose, they were understanding to youth's problems. While talking to their youths, 87% reported having used information learned from either their counselor or the coordinator in an effort to help the youth understand his situation.

As an overall evaluation of their youth, 43% of the aides felt there was a "beneficial" response. However, an almost equal number (39%) report equivocal reactions and 4% report the youth's response was "not beneficial--the youth shows no improvement." From this assessment viewpoint, it appears most youth either improved or were in a process of changing, with a minority of one showing no change.

Aides Work with Parents and Community

All except one of the responding aides report their youth's parents accepted them as a case aide. In the one instance, the family held strong religious convictions and felt the problem was theirs, not the aide's. Almost two-thirds (61%) talked to parents regarding suggestions or praise they had learned from either a counselor or the coordinator.

Aides were confronted with various parental reactions toward their own children. Often the parents told the aides their children were improving in school. Other parents appreciated their child's helpfulness with the younger children. Several of the aides could not recall the parents having made any favorable remarks about their child. The majority of aides were told negative points and attitudes by the parents about their own offspring at some time. The following statements give some indication of some parents' attitudes. For example, "he isn't worth a damn," "I can't understand her spiels," "she drives me nuts--never helps around the home," "throws her money around," "wish she wouldn't wear so much eye make-up--I don't like her friends," and "when he's like that, we can't do a thing with him," etc.

As mentioned earlier, nearly two-thirds of the aides contacted the youth's school regarding his performance. In addition, 70% contacted a youth group in the community on their youngster's behalf. Thirty per cent helped their young friends to look for a job. Three out of these eight aides reported success.

Aides Work with Counselors and Coordinators

All aides (87%) responding to whether or not talking to a counselor has been useful to them, reported yes. Some didn't work directly with a counselor. A few aides (17%) report having changed their counselor's mind on a point regarding their youth. Almost half the reporting aides (48%) feel the counselor learned something from them as aides, an indication of a good working relationship. However, 39% were unable to answer this question and 9% said no.

The aides (30%) most frequently contacted their coordinator, Mr. Bob Lee, once a month: Almost two-thirds (65%) indicated they had sufficient personal contact with him to do their job, while 22% desired an increase in time spent. The number of training meetings per month was reported to be "just right" by 96% of the group. As a result of their first-hand experiences, 78% indicated they felt adequately prepared to work with their youth toward the end of their assignment in contrast to 52% at the beginning of their youth contacts.

General Program Reactions of Aides

In general, 82% of the reporting group were either "somewhat" or "highly" favorable toward the program at first. Mixed feelings were admitted by 17%. After the program, all aides' attitudes were either "highly" or "somewhat" favorable toward the program, a slightly increased change to create a unanimously favorable attitude.

The majority of aides, in one way or another, described the ideal youth most likely to respond to an aide as one who needs a friend, a someone he can talk to and respect and do things with. The least responsive youth type is most frequently described as one with "mental problems," one who had lost faith in adults, or was a rejected child.

All the responding aides regard being a case aide as worthwhile, and would recommend or have recommended it to friends interested in youth and their problems. To summarize an opinion often echoed by other aides in this aide's comment:

> "I just hope that the horizons of the children I have worked with in this program have been broadened and enriched even a particle as much as mine have. Yes, I would recommend it, though with no illusions of being able to save the world. It's a painstaking, often heartbreaking, but certainly a very rewarding experience!!"

2. Counselors: Introduction to Method

Eighteen Juvenile Department counselors were involved in the Case Aide Program over the two-year demonstration period. Three of these have Intake and/or Investigation positions. They were administered a questionnaire at the demonstration's close. All but one, who had moved away, returned his questionnaire. Of the 17 respondents, nearly half (N = 8) were men.

Counselor's Responses. Although almost all the counselors referred youth to the program (94%), only slightly over half (56%) of them reported all their referrals could be accepted. Lack of available aides was cited as the reason. In other words, the counselors' response was greater than could be handled by a program administered by one coordinator, responsible for recruitment, orientation and training, consultation and supervision.

Almost two-thirds (62%) of the counselors felt the youth referred to the program were appropriate referrals while 31% felt certain youth should not have been referred. Five reasons were given:

1. A child's parents were divorced and the father interfered too much for the aide to become effective
2. One girl wasn't interested in a case aide relationship
3. Two brothers were too disturbed and needed professional help
4. One family was only interested during crisis times
5. The contact was not a continuing one

Half the counselors report having less frequent contact with case aided youth than with the other youngsters in their caseload. On the other hand, 13% reported more frequent contacts due to either 1) beginning stages of introducing the youth and/or 2) if the aide was having some difficulty in establishing a relationship.

Three out of every four counselors felt the program was "beneficial" to the youth served. One counselor felt the program's effect was "equivocal." None reported the program as "not beneficial." Three counselors were unable to answer this question.

Counselors reported their youths' unsolicited comments about their aides. Seven counselors (41%) mentioned having youth who gave favorable comments. Five counselors (29%) reported having youth who were ambivalent in their statements, while one counselor had a youngster with an unfavorable remark about his aide. The remaining four counselors (24%) could give no response to this item.

Youth and Parents' Responses, According to Counselors: In general, counselors reported the parents welcomed the opportunities offered by their aide for their child. Several parents reportedly told their youngster, "If you only realized how wonderful your aide is and how lucky you are!" Some parents reported the aide helped them to become a better parent in supervising and understanding their youngster. Another parent was relieved the aide wouldn't be taking her place.

Parents didn't always perceive the case aide as a non-threatening person or entirely altruistic, or even a "perfect" aide, according to counselors. For example, one mother complained her son was beginning to ignore his father as a result of seeing his aide. The father was included in the aide's activities to remedy this situation. One parent felt the aide was working for his own interests. Another parent felt the aide interfered with home discipline. Still another family reported the aide was not persistent enough in making contacts with the child, while a mother disliked not knowing what the aide did while with her boys.

Counselors' Work with Aides. On the average, the counselors (63%) were contacted by each case aide once or twice a month. Only 12% were contacted once a week by some of their aides.

All reporting counselors (N = 12) agreed talking to case aides about the youth they served was "useful" in general to them. Of the six counselors who could recall, all reported using the case aide's or Program Coordinator's comments in working directly with case-aided youth.

Counselors' "Ideal Case Aide." Counselor's opinions differ very little in describing a person who would make a successful case aide. In general, the person must be able to relate to youth, to be interested and appreciative of their world, to talk "kid talk," and to see things from a youth's point of view. He should be warm, friendly, and tolerant, mild in temperament, patient, and not too moralistic. Although he should not expect to make the child into a new person, he should be firm about expecting improvement in the child's behavior. He should have a good sense of humor, no financial problems, and be fair and honest and non-condescending, as well as sensitive. Enough free time for a long-term relationship and being activity-oriented are also desired.

Counselors differed on an aide's preferable marital status. If the aides were married, they desired aides with grown children or no children at all.

Counselors' "Ideal Youth." The type youth counselors feel would respond favorably to a case aide is one who lacks a family life with both parents present. The emotionally deprived and/or lonely youth are candidates. The youth must have some ability to relate to adults and preferably have some latent ability and motivation to succeed. Dependent and suggestible youth are felt to be more amenable to a case aide's influence than a more sophisticated casewise youth would be. Finally, the youth must want a case aide.

Youth not likely to respond to a case aide are those severely damaged and classified as psychopathic, strong neurotic and/or character disorders, etc. Other negative factors are youth with many delinquent referrals who are anticipated as institution bound or who have been through the Court procedure several times. Youth with many delinquent friends may not respond as well nor would a youth who was excessively passive and introverted. Again, if the youth does not wish to have a case aide, there isn't much chance for a successful relationship.

Counselors' Comments Regarding Program. The counselors desired to have more aides in the program who could commit extended time to the youth. Some desired more aide-counselor communication and improved screening of youth. A suggestion to integrate the Case Aide Program into the volunteer program operating at the Department was given, and one counselor would rather have youth assigned to counselors than to the coordinator.

One counselor candidly reported:

> While the program didn't seem to "cure" a child, it seemed to produce slight improvement and some stability. Perhaps immeasurable. The case aide possibly made the child "hang on" through a rough phase or until the child's ultimate fall. Perhaps we, the counselors, were sometimes at fault by referring some of our more stubborn cases as a

> last resort. Often the case aide program didn't occur to me until a number of other approaches were tried."

Counselors' Attitudes Toward the Program. Almost two-thirds of the counselors (65%) unequivocally regard the Case Aide Program as favorable, at the close of the demonstration. Five counselors mixed favorable with unfavorable responses or were ambivalent at program's end. Two of these agree that tighter selection of both youth and situations would have brought more results. One counselor feels the program is "fine for a certain type of child." Another counselor felt there were a limited number of aides and some were with the program for too short a time. Still another counselor felt the program was improving until the Welfare Department and schools "got into the act."

On the other hand, one counselor expressed, "It has been a lot of help for me especially in cases where I could see problems developing, but didn't have the time to work with the girl or her family."

Counselors were asked to recall the attitudes they held before the program. Four of the counselors admitted to being "skeptical, but hopeful." By the end of the demonstration period, two counselors changed to a favorable opinion, while the other two remained ambivalent.

In summary, the overall attitude change of counselors toward the program resulted in three favorable attitudes before the program "crossing over" to an ambivalent position after the program. Of the four skeptics before the program, two crossed over to favorable opinions and two remained mixed. In other words, five out of 17 (or 29%) report reservations after experience with the program. None of the counselors reported completely negative attitudes either before or after the program, and one gave no comment.

3. Youth and Parents: Introduction and Method

As a final attempt to assess the program, we can look at the responses of parents and youth. The interview data serving this section are primarily illustrative, more so than representative of the entire group of youth and their families. That is, the small number of youth (N = 7) and parents (N = 9) involved here limits the completeness of this section. For this reason, consider the following material as an indication of the attitudes of those youth and families who were both willing and available for interviewing.

Parents' Interviews. At the beginning of the program, the parents were not told research was part of the package. To eliminate the "surprise effect" of learning they were being studied, after the fact, many families were omitted as possible sources of information. The procedure was to contact families who had shown open and accepting attitudes in the past and, therefore, those who would likely grant interviews. The parents' approval to interviewing was secured first, followed by a few questions. Then they were asked for permission to interview their child. None declined. This method points out a bias contained within these respondents--they are families who have cooperative histories and who agreed to respond. This bias is not an uncommon one in social research; however, the number of interviewees should be at least two to three times as large.

In general, the parents approved the program. One-third of the nine families interviewed wished their aides had gone even farther in working with their child. Two mothers said they liked the idea because there was no father in the home. No family disapproved, but one mother wasn't sure at the beginning, although she changed her mind as the program progressed. As far as this sample of families known to the juvenile department is concerned, the program was accepted by those served in the community. In fact, one mother reported she would have applied for the program had she known of its existence earlier.

All families reported having a successful experience with at least one of the aides they had known. One family had two aides. One aide served as an advisory "big brother" to the youth, while the other focused on taking the youth places. The mother preferred the first type of aide. With the second aide, she felt the boy was running around too much and becoming less willing to accept family responsibility.

Many parents could point to specific changes in their youngsters. The changes concerned new attitudes and working habits both at home and at school. Some changes reported by parents include:

1. "My daughter is very strong willed, and the case aide did get to her better than I did on some things."
2. "It's not so hard to get my son to do things."
3. "My son needed a father. The aide was good for my son who listened to his advice."
4. "She stays home more often and sort of helps me around the house. She spends more time with the case aide than before with her friends."
5. "My son's school work and manners have changed since the case aide's first interest."
6. "My son listens better since the program began."

One parent thought her son's change may have been due to maturity. Another family reported more change resulting from their son being institutionalized (before seeing the aide). This latter family reported their son "dodged" his aide, as he was more interested in his friends.

The idea of expanding the Case Aide Program to more people and for over a longer period of time was approved by all parents interviewed. One parent felt the teen years in a youngster's life should be shared with an aide at the youth's side. In fact, one mother accepted the program's concept to the extent that she found a young man to serve as an aide to her son for an additional year or so.

Even among these "cooperative" parents, there were criticisms of the program. One mother said their aide "stopped all of a sudden," indicating a lack of communication. Another felt the program would improve as the aides gain more experience. If the family's comments were expressed as recommendations for improving the program, they would be as follows: More communication between the aide and youth (or family) so that neither feels the other rejected him for some unknown reason. Perhaps more feedback from the youth's counselor regarding how the youth accepts his/her aide would help the aide-dissatisfied youth. This feedback could improve the aide's effectiveness and provide for more than a game of hide-and-go-seek between youth and aide.

Youth Interviews. Of the seven youth interviewed, five were male and two were female. Both the boys' and girls' families held and maintained favorable attitudes toward their aides throughout the program.

The youth were asked if their aide was helpful to them in a personal way. Their attitudes were divided between positive and ambivalent reactions. For example, one girl felt her aide was sincere, understanding, and a good listener. The other girl said she was afraid to talk to her aide as her aide had "high moral values" and she didn't want to hurt her aide's pride by talking about her problems. However, she did reveal having "great times" with her aide. Three of the boys agreed their aide helped.

one to the extent of finding a job. The other two boys were ambivalent about the helpfulness of their aide, but they could recall no specific reasons. Although this sampling is small, both boys and girls reflect a split in their opinions of their aide's helpfulness to them.

If the youth can recall being influenced by his aide, then it may be assumed the aide had an impact upon his youth. One factor influencing this viewpoint is the recency of last contact. Two boys last saw their aide a year or more ago and both boys felt their aide had influenced them--one by way of taking his aide's advice. Another pair of boys last saw their aide approximately six months ago. One lad reported no influence, while the other fellow said he was influenced to think about attending the University. The fifth youth is currently seeing his aide and reports being influenced to the extent of "considering going to college."

Both girls report recently seeing their aides within the last week, and have each been in contact at least on a weekly basis for a year. One girl feels she has changed as she angers less easily and has settled down. The other girl couldn't remember "any major change." In summary, the aide's impact upon the youth was mostly favorable, as about two-thirds (five out of seven) report being influenced by their aide. Even after a year's time, an effect was related. None reported their aide was a detriment to them.

As an indirect measure of the youth's acceptance of the program and their possible feelings of its "worthwhileness," the youth were asked if they would like to be a case aide to someone some day. All seven agreed they would.

The most frequent criticism this small number gave of the program, was their not being told why their aide stopped seeing them. One youth seemed very concerned over this. The remainder of the youths had no comment or were satisfied with the program, with the exception of the one girl feeling she couldn't talk to her aide.

From this small sample, the majority of youth report some benefit from their relationship with their aide. Whether or not they follow through on their long term plans, or if their behavioral change is permanent, remains to be seen. Yet these indicators are evidence of an effective aide-youth interaction.

III. JUVENILE DEPARTMENT - DATA PROCESSING.

The inadequacies of information systems in social agencies are an established fact. The problem became even more apparent during 1962 and 1963, when the Lane County Youth Project began its extensive studies of juvenile delinquents via the Lane County Juvenile Department's records. Almost Herculean efforts were necessary to produce required data, with some information unavailable regardless of the method of approach. The Youth Project took a positive step towards the problem's solution when in late 1964, under the sponsorship of a University of Oregon grant, it placed a Research Analyst at the Juvenile Department.

It was soon evident that, based on Juvenile Department needs and Lane County data processing facilities, a well-grounded unit-record (punched card) system offered the most viable solution, and work was begun towards this end. This system was still in the planning stages when in 1965 the county announced plans to convert its data processing operation to an IBM 360 series computer, including a 1231 Optical Mark Reader. The potential of this equipment for data handling was apparent, and the Juvenile Department decided to attempt maximum utilization of this new system. An alternate scanning device, though proven in several years of Youth Project activities, was rejected because of access problems inherent in county organization.

Early 1965 efforts were focused on programming, first into a compatible format and finally into punched card decks, all Juvenile Department referrals from 1962 through 1965. The correction of these data via computer routines also represented a sizeable task. The work was processed on the University of Oregon's 1620 computer by staff of the Lane County Youth Project.

Late 1965 was spent in beginning a systems analysis of the entire Lane County Juvenile Department, to ensure most effective use of the new computing facilities. The balance of the year was devoted to committing all existing data to magnetic tape records, and to developing an optical scan instrument.

In March, 1966, a demonstration project began, funded by Children's Bureau[1]. The guiding objective of this demonstration was development of a total "living information" system for juvenile courts--a system which would satisfactorily integrate administrative, professional, research and clerical needs and functions. The developmental components of the demonstration could be specified as follows:

1. To analyze the existing and proposed needs of courts, as they relate to an information system;
2. To relate these needs to available technology;
3. To implement the system via that technology, a process that generally consists of an initial input phase and a subsequent output phase:
4. To document and evaluate the system's development;
5. To demonstrate the feasibility of providing interpretation and training for the system's utilization at local, regional, and national levels.

A. Organizational Phase. An accounting system was established to provide that not only Youth Project fiscal officers, but also concerned program staff, would be apprised of reports and projections on an ongoing basis. Personnel hiring and records processing were completed. Final arrangements for data storage within and access to computing facilities were completed with the Data Processing Center. Two additional computing centers were available on a back-up basis.

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[1] "An Improved System for the Processing and Reporting of Juvenile Court Statistics," Grant No. D-250(R), Children's Bureau, USDHEW, Welfare Administration, March 1, 1966.

Extensive meetings were held between Youth Project and Juvenile Department administrative staff regarding program implementation. Copies of preliminary reports on the system's development were circulated to all administrative and supervisory staff for comments and suggestions. In the interests of program transferability, one counselor was selected to work with program staff to ensure the system's maintenance after grant discontinuation. To maximize system implementation, the Program Analyst's position was given a staff relationship to the department's Director. The decision was also made to involve as many clerical staff as possible in the area of data processing. In addition, more general orientation meetings were held with the entire Juvenile Department Staff.

B. Staff Training. The Lane County Data Processing Center was organized primarily on an "open-shop" basis, in that each county department was responsible for providing its own staff and training in order to utilize the facilities. The Center staff provided initial aptitude testing, coordination, and scheduling and training sessions with the IBM Corporation, and scheduling of actual user time.

The balance of project staff training occurred prior to the demonstration period, along two general lines of development. Lane County Youth Project staff, already well versed in computerized data processing, needed to become familiar with the particular characteristics of the new Lane County installation. On the other hand, Juvenile Department staff were unfamiliar with all but the most simple unit-record equipment and would require a much wider range of training.

The demonstration project's consultant programmer attended a three-week IBM training school in Portland, Oregon. The Program analyst attended a similar two-week school in Seattle, Washington. As the basic data-processing team, these two individuals have been responsible for basic analysis and programming development to date. One Juvenile Department Counselor attended a two-week training session. This was intended to ensure that at least one person from the department could work with project staff during development, both to provide smooth transferability of the system at the end of the demonstration period, and to provide "back-up" programming for the basic team during peak periods.

Juvenile Department administrators felt a definite responsibility to become more familiar with the technology now available to them. Both the Director and his Administrative Assistant attended two weeks of school, not with the idea of becoming programmers as such, but rather with the aim of gaining a general familiarity with the equipment's functions and capabilities and a knowledge of what they could realistically ask and expect of the system.

The training of Juvenile Department clerical staff required a somewhat different approach. The Statistical Clerk attended a two-week training session covering all phases of basic unit-record equipment. Additional in-service training provided a knowledge of both the new computing equipment and supportive programming services.

C. The Input Document. The information input document (optical scan sheet) was a significant element in the entire system. It provided the primary source of information which would feed the rest of the system, and, as such, its design, content, and flow needed to be most carefully planned.

The major portion of the document was assigned from September through December of 1965. Development was closely related to the preliminary system's analysis that occurred during this period, i.e., would it meet existing workflow and data storage requirements? In addition, the design had to be flexible enough to meet projected needs as seen by Juvenile Department and project staff. Finally, it had to meet technical specifications as set down by the manufacturer. Consistent coordination between juvenile department, project, and data-processing staff members was achieved; the result was a well-grounded, functional document.

An order was placed in December 1965 for 10,000 sheets, presuming delivery by the project's starting date of March 1. The company ultimately rejected the order, based on inability of their equipment to do the job. The order was then placed with International Business Machines Corporation, who possessed the required equipment. The scan-sheets arrived in mid-April. Since that time the coding of cases has been an ongoing process.

D. Systems Design and Development

1. Design. All juvenile departments are addressing in some way their needs for information collection, storage, and retrieval--some more adequately than others, few (if any) to their complete satisfaction, and none (to our knowledge) in ways compatible with their needs and the needs of state, regional, and national agencies.

Information input/output formats are particularly crucial to the development of an integrated system which can meet identified needs. Administrator, practitioner, researcher, and clerk have both similar and dissimilar needs. The task has been to take each into consideration in advance of the design, so that questions relevant to each group can be treated adequately by the system. The areas of system design and development can be treated at two levels: (1) overall, concerning the totally integrated system and (2) segmental, in terms of more detailed looks at specific system components.

Considerable time during April and May, 1966, was devoted to direct systems analysis of Lane County Juvenile Department workflow. A system must first be totally understood as it exists. Extensive communication with department staff was necessary to complete the analysis begun in late 1965. All information was then documented via flow charts and accompanying narrative.

The system was then re-phased through a projected systems analysis, with the dual purpose of handling existing needs and, at the same time, projecting future demands on the system. Here again, extensive communication with department staff was necessary. A myriad of information needs was pointed up by all levels of department staff.

The final step in the analysis consisted of a matching of existent and projected workflows with departmental resources and processing capabilities. A final factor was that the new system had to be phased in with minimal disruption to the ongoing work process.

From the foregoing analysis, certain guidelines were established. The system would handle all the departmental workload, i.e., all cases referred rather than just those actually receiving counseling service, as was the case in the previous system. This decision doubled the number of cases to be accounted for. Limitations in form design and computer availability, discussed earlier, dictated that the system be summary in nature. Cases would be coded when they received a disposition, and entered into computer records on a weekly basis. An alternate design for entry on a "living-record" basis was also outlined. It was clear that the majority of the problems would emerge in the development of "input" techniques, with "output" formats being a relatively static process and, for the most part, occurring during the later stages of the demonstration.

2. Development. Specific programming tasks began to be addressed in early April, with the arrival of the bulk of computer reference manuals. Programs were developed on a serial basis. This allowed completion and testing of many minor input phases which were later combined into a major input process. The primary goal was development of an input process that provided for ease and simplicity of operation; that provided thorough computer analysis and immediate operator intervention in data handling, thus eliminating data errors; and that would culminate in the construction of "career" type records, variable in length and capable of associating any number of referrals with one individual.

The program that interpreted the scan data, checked it quantitatively and logically, and finally either captured or rejected the information was four months in development. Less than two of these months can be attributed to actual programming. The balance of this period represents delay in the part of the manufacturer, ranging from an indifference in supplying adequate technical manuals, to an inability to supply operating software programs and technical assistance that would ensure scanning operations at or even near original expectations based on manufacturer claims.

Other phases of the system's development were proceeding as planned. Data storage formats, which required the utmost in definition and precision, were designed for all input phases. These originally involved individual designs for "raw" scan data, translated data, and original type-storage formats. Final record formats were designed, allowing unlimited storage of data and, in addition, summary sections where computational or often-used data could be more easily referenced. Sort-merge routines were implemented, eliminating the need to clerically order scan sheets prior to computer entry. Other routines provided immediate character-referencing of scanned data, allowing the greatest efficiency in data transference. Rather unique mathematical operations were applied to the data, allowing storage in half the area normally associated with data sets. Transfer routines were developed and made operational. These provided the ability to merge new scan records with the existing permanent file; in addition, they were flexible enough that one file-status mark would initiate not only the updating of existing files but also the creation of new data files.

Printed listings of all 1962 through 1965 referrals are available for clerical use. Magnetic tape code books, containing report verbiage in English format, have been completed. A program to reference these codebooks and career records into a printed record is approximately 80% complete. This will provide one document for all inquiries by the armed services, other social agencies, and limited research interests. Juvenile department mailing lists have been converted to gum-label format, printed by the computer at 1,100 lines per minute. These have been responsible for a major reduction in clerical typing time. Lists for the assignment of permanent record numbers are now machine computed and generated. Alphabetic and numeric listings of all known cases have been completed.

A preliminary research tabulation program was completed, allowing the search, tabulation, and printing of data on 15,000 referrals in under five minutes. Department staff addressed several operational data requests of the system. Though previously unavailable in any form, results could be returned to department staff in as little as one hour, and have been helpful to administrative and counseling staff in making operational decisions.

The loading of the current year's referrals (to date about 3,500) was begun in July. Due to the inefficiency of the scan device, this process was carried on through early November and to completion in December, 1966. The scanner would handle the relatively small workload of the juvenile department only with the greatest difficulty.

The scheduling of computer time became a serious source of project delay during the months of September and October. This was a period when the Computing Center was subject to peak demands of the tax assessment, election, and school departments. It was unfortunate that this delay occurred during the prime stage of input program development.

E. Summary and Conclusions

As a result of cooperative funding by various Federal and local agencies, as well as donations of free computer time, the Data Processing Program was able to accomplish a wide range of results. These cooperative efforts have produced the following:

1. The Department is able to maintain data records of twice the content of double the child population, with no increase in coding time.

2. An input document which, except for the section designed for Lane County Juvenile Department purposes, meets most of the requirements of transferability to Children's Bureau use;
3. Only a 3% coding error now exists in comparison to 15% when old methods were used, saving clerical time;
4. A number of output systems have been tested and are in use for various programs;
5. Certain data runs can be available in as short as one hour from the time of request. (No such data were available before);
6. A mailing list, including all the approximately 1,300 juvenile departments in the United States and Canada, is on magnetic tape; (4,000 address labels can be generated in ten minutes).

Acceptance of this program was encouraged by including a counselor and clerical staff member in its developing stages, plus general staff orientation. The system is capable of growth to meet future immediate needs. A department representative will be able to phone a request to the Data Processing Center, giving the desired tape number and control procedures to the operator. Within one hour, under optimum conditions, the information can be ready.

Section IV: EVALUATION OF THE CENTRAL LANE YM-YWCA AND LANE COUNTY YOUTH PROJECT SMALL GROUP PROGRAMS

I. Program Rationale

A. Introduction

This report is a part of the final evaluation of the Small Group Programs sponsored by the YM-YWCA in conjunction with the Lane County Youth Project. The program was aimed at providing group services to trouble-prone junior high school girls and junior and senior high school boys. These youths would not otherwise have been served by previously existing "Y" programs. Presented here are observations and analyses of data collected to provide a quantitative program description as well as some quantitative indices of program impact upon the youth it attempted to serve.

In a study of the Lane County area it was noted that a characteristic of the rural community was the scattered pattern of deviant adolescent groups and their relative invisibility. This seemed especially true with regard to troubled youth who developed problematic attachments to larger peer groups. The youth were seen as having the usual problems of adolescence, intensified because of their disadvantaged state, which generally led them into small group delinquent behavior noticeably common in juvenile department statistics.

The Small Group Program for Male Adolescents was designed to provide somewhat structured group experiences for youth. The groups were to be reasonably small, have enough group structure to give the youth some identification, and allow for group processes to generate and function.

The program was considered to be one of the steps in a reintegration process. It was to point the way to avenues by which youth might pursue some of their own interests and to teach them how to make use of community and institutional facilities. The program was set up to be administered under the direction of the Central Lane YM-YWCA with planning and operation as the responsibility of the youth worker, who was to have access to other "Y" staff services and building facilities.

The general purpose of these small group programs was to provide problem youngsters with experiences that would help solve difficulties they were currently facing as well as to help them prepare for dealing with problems later in their lives. The primary purpose of the girls' program, as stated by the youth workers, was to use group process to channel expression of anti-social behavior into pro-social activities. Group activities centered around recreation, group discussion, and the provision of "broadening experiences." The youth worker in the boys' program sought to provide security-producing experiences in order to enable boys to cope with problems in areas which had been difficult for them. Individual counseling, sensitivity development, task orientation training, and recreation were four methods utilized to achieve program purpose.

B. Statement of Program Goals

The program goals derived from the original proposal, from observation of the program in action, and from conversations with and statements from the Chief of Agency Programs and the youth workers were as follows:

a. To reduce the anti-social behavior of youngsters;

b. To improve the academic performance of youth and, at a minimum, maintain potential dropouts in school;
c. To improve the effectiveness of the youngsters' functioning at home;
d. To change expressed attitudes, values, and opinions of the youngsters with relation to pro-social activities;
e. To involve in "Y"-based programs youngsters who would not otherwise have been serviced by the "Y" and to reduce their feelings of alienation from such an institution.

II. Program Implementation

A. The Small Group Program For Boys

Lane County Youth Project Small Group Program For Boys was initiated in September, 1964. Confined to the YM-YWCA, the Small Group Program limited itself to the South Eugene demonstration area. Good cooperation from counselors at South Eugene High School, across the street from the "Y" building, provided the names of a number of youth who had been identified as "alienated." It was intended originally that the "Y" building would be a base for program operations with some use made of its athletic facilities as an aid to bring groups together.

1. Program Strategy and Structure. From its onset in 1964 until its conclusion in June, 1966, the Small Group Program For Boys underwent at least two dramatic modifications. For the purposes of this report the engagement process will be separated into three successive program units. The initial phase of programming can be clearly defined as the period between September, 1964, and April, 1965. During this period of time, attempts were made to involve referred alienated youth in athletic activities already available at the "Y." While this proved a successful means of helping the youth worker relate to individual boys, it lacked elements needed to bring them together as a group. An effort was then made to focus

group activities outside the "Y" milieu. The operation shifted toward a "detached worker" format and the group meeting places alternated among: (a) a garage workshop on loan to the group for working on cars; (b) street corners; (c) the "Y" for sports activities; and (d) the youth worker's home.

In the first phase of program operation, relationship with the host agency reached its greatest point of strain. Primarily this came about through the inability of the program's special group of youth to contend with longstanding, traditional rules in the "Y" building which had to do with smoking, use of profanity, and noisy congregating in the lobby. Other ways in which the group's behavior strained the equanimity of the regular "Y" staff were: the boys' general lack of regard for furnishings and equipment; their mingling with girls in suggestive ways; and the rumored word from school and community sources that the "Y" was merely "providing a hangout for South Eugene High School's truants."

It is to the credit of the regular "Y" staff and program leadership that reconciliation, however tenuous, was attained whenever any of the negative factors reached critical proportions. Needless to say, such crises were of an ongoing nature although the stress they caused was tempered as time passed.

Phase two of the program began in April, 1965, and ended in June, three months later. It was distinctive because of three major changes that were made: a new youth worker took over the leadership of the program; a special room at the "Y" was turned over to the program as regular headquarters; and the structure of the program idea changed to a combination of sport and recreational activities, individual counseling, group discussions, and involvement in planning special projects.

During the second program phase activities within the "Y" were accelerated and program identity was once more placed within the host agency. Membership and enthusiasm within the program peaked in the months of April, May and June. Although the program discontinued formal meetings throughout the summer period, some of the boys achieved tolerance for (and were tolerated by) regularly established summer group programs. Some became involved in summer camping programs sponsored in the county.

Phase three of the program began in October, 1965 and concluded in June, 1966. The third unit of program was unique despite the fact that format, structure, and leadership were not altered. Two modifying factors accounted for the difference: an upsurge in the number of youth who wished to be a part of the activities in the "special room at the 'Y'"; and a sharp cutback in leadership's time available for working with the group.

The youth worker position had, from the onset of program, been set up as half-time but, in phases one and two of the program, the youth worker(s) tended to give full time attention to program activities and development. In Phase Three the youth worker, because of having a second, highly demanding half-time position, was pressed to maintain the small groups program operation at the level of time initially intended.

Phase three can best be typified as a test of the program's maturity in which it had, from September, 1965 to June, 1966, to move from the chaos of a newly established program to a controlled and efficient operation. Despite the factor of the youth worker's limited time, the transition was accomplished.

2. Staff Organization. The Small Group Program For Male Adolescents proved essentially to be a one-man organization. Primary responsibility for the group's membership, format, and activities rested with the youth worker. Support, supervision, and consultation were available to him from four sources: (1) the Group Supervisor, an administrative member of "Y" staff, provided some supervision and did the liaison work between the special program and regular "Y" activities; (2) the Director of Central Lane YM-YWCA intervened when major problems arose between the special and regular "Y" groups; (3) the Lane County Youth Project Chief of Agency Programs provided consultation/supervision on program content and individual problems; and (4) the Small Group Programs' Advisory Committee acted as a "sounding board" when presented with progress reports.

With the exception of the "Y" Director role, changes took place in all levels of the staff organization throughout the total program period. There was a change in Youth Workers after the first eight months of the program. There was a change in the Lane County Youth Project Chief of Agency Program Consultants at the end of the ninth month of the program. There was a change in the Group Supervisor position three months before the program ended. When the Group Supervisor resigned his position at the "Y," the Director played both his own and the Program Supervisor roles. Small changes in both

Advisory Committee membership and attendance at meetings accounted for lack of consistency in that group.

3. Program Initiation. A Special Committee was formed to serve in an advisory capacity for both the boys' and girls' programs. The committee was composed of a citizen familiar with the "Y" program, a professor of Sociology, a high school counselor, a special education teacher, and a local businessman. The group helped structure the original program and served in a continuing advisory capacity at quarterly meetings. The group met with the YM-YWCA group supervisor, the two youth workers, and the Lane County Youth Project Chief of Agency Programs.

In its beginning phase the Small Group Program For Boys was designed to provide activities of sufficient interest to its members in groups small enough to allow close identification with the group and at the same time permit the youth worker and community volunteers to influence peer relationships of alienated youth. The specific activities were to be set up according to the interest in the group and to include athletics, hobbies, and recreational outings. In addition the plan was to include "guided interaction" during the course of the various group activities and in structured meetings of the groups. While aspirations had been considerably higher the operaational plan was narrowed in size to be managed through the services of a one-third time supervisor and a half-time worker.

The program got under way on September, 1964, and by April, 1965, was serving 30 boys. There were three different groups with about 9-11 boys in each group. Group I met on week-day mornings in sessions for the boys in the special class conducted by Lane County Youth Project's Educational Programs Division. It provided P.E. experience for the members and also included discussion groups around behavior and adjustment problems. In this group the youth worker worked closely with the teacher counselor at South Eugene High School.

Group II consisted of members nominated as potential dropouts by school personnel. Their primary involvement centered around swimming, billiards, ping pong, camping, and occasional discussion groups. Group III involved a group of nominated youth interested in mechanics. Their primary activities, held in a work shop made available to the group, consisted of tearing down and repairing cars. In these activites the youth worker was assisted through the volunteer help of a shop foreman in a local automobile agency.

The first phase of program came to an end when the youth worker was called into military service. Since that event precipitated a transition, all factors of the program were scrutinized and other changes were instituted. The Educational Programs Division class group did not seem to need the "Y" tie-in. The auto mechanics group could be appropriately absorbed by the Community Development Division's detached Youth Worker.

As a result, on April 15, 1965, the program was revised both in leadership and emphasis of program design. The major change in program approach was to center the group activities once again in the "Y" building itself. Recreational and athletic activities, while not de-emphasized, were more closely related to and integrated with individual group counseling as well as task orientation and training.

In order to solve some of the problems created in the "Y" by the program, as well as to emphasize the "Y" as the program's home base, an office was permanently assigned to the Youth Worker to be used as the group's headquarters.

Although only five boys carried over their activities from the first phase of the program, by May, 31, 1965, 14 boys were actively participating as full-fledged group members while an additional nine participated on a peripheral basis.

Of the fourteen regular participants, five came from the previous program, and three were referred by a counselor at South Eugene High School. The other six were referred either by the Juvenile Department, the Employment Training Center, the DeBusk Counseling Center, or through peer nominations.

This phase of the boys' Small Group Program peaked in the period mid-May to mid-June. The Youth Worker opened the office and made himself available to members on a daily basis from 8:30 a.m. to the beginning of school classes; during the noon hour; from 3:00 p.m. to 4:40 p.m. on an after-school basis; three nights a week from 7:00 -- 9:30 p.m., and two Saturday afternoons a month for long, indefinite periods.

Program was designed to be flexible in recognizing and responding to the various needs of the participants. The initial problem of most of the boys was their inability to operate effectively in the "Y" type of institutional setting. Members of the "Y" represented the part of society to which they had difficulty relating and they felt rejected by them. The program therefore represented a two-fold struggle and compromise. While the boys were not entirely correct in their assessment of the general attitude of the "Y," they were accurately sensitive to the fact that tolerance of their unconventional approach would be tenuous at best.

The actual program involved three groups. The boys had no behavior or mannerisms in common. Some were withdrawn and some extremely aggressive. Each, however, seemed to have an almost insatiable need for recognition.

The program's intent was to provide an atmosphere that would create productive experiences for all the boys. It was felt that these experiences would produce the security that each needed so that he could cope with those problems specific to his own area of difficulty. The program was designed to identify and attempt to solve the dilemma of each individual. Basically, it involved four processes: individual counseling, sensitivity development, task orientation training, and recreation. A pattern seemed to evolve in which each of the boys seemed most interested and responsive to informal individual counseling for about a week before moving on to group activities. The next step commonly became an involvement in a recreational experience, usually swimming or handball, which acted as an "ice-breaker" as well as a cohesive factor in the formation of groups. As groups became more comfortable they expressed greater interest in discussion periods which moved rapidly toward "sensitivity development," teaching group members to examine their own behavior and relationships.

In these sessions the group took the opportunity to explore with each individual his feelings, the feelings of the others, and the possible cause of behavior which proved a problem. This was a most difficult process to keep on a constructive level and made the greatest demands on the Youth Worker in providing protective control. Sensitivity development sessions were always on a formal basis and were designated as such in order that the individual boys might make a choice about participating.

Task orientation training usually came about spontaneously. Some of the boys would express their desire to have a type of activity, such as a party or picnic, which required planning or preparation in advance. They were encouraged to involve themselves in the planning of such projects in order that the group could be helped to develop norms of appropriate, positive behavior. Throughout this period of activity they were helped to get some understanding of the decision-making process.

This phase of the Program came to a natural termination in mid-June. At that time, with the school year ended, the total "Y" program underwent its annual shift to summer camping programs.

The fourteen regulars in the Small Group Program For Boys chose to discontinue formal sessions for the summer as many had plans for being away from the city. Four of the group however, upon hearing that the youth worker would be conducting a 4-H camp in another part of the county for a one-month period, volunteered their services as camp counselors. They participated in pre-camp training sessions for youth leaders, were accepted by the regular 4-H representatives (despite the fact that they "wised off" at first), and performed creditable work during the session itself. It was during this summer

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period that the camp leader devoted one week of the program to sessions which combined "normal" and retarded children. The Small Group Program representatives did outstanding work during that particular week.

Upon the youth worker's return from the 4-H camp, he resumed spending a part of his day around the "Y." However, at that time he also had a half-time position with the local War on Poverty program and was forced to limit his "Y" time to four hours a day.

The 4-H camp took place during the month of July and activities for the worker at the "Y" during the month of August had little to do with the Small Group Program development. In September the Group Worker found it necessary to take a leave of absence. Thus the third phase of the program did not really begin until October, about three weeks after the start of the school year.

Before going into a description of the third unit of the Small Group Program for boys it is important to note that program's "evaluation recording" was not instituted until May, 1965, about a third of the way through program unit II, and much of the recording was not completed until summer's end.

The youth worker's absence during September, 1965, prevented the program beginning simultaneously with school. Many of the group were unhappy about this, and few who had been less dependent on the program previously withdrew from it entirely. Two former participants, who had previously expressed a great deal of need for support in order to cope with the school situation, were suspended from school before the program got under way.

While the delayed start minimized carry-over from the previous unit of program time, it was not responsible for the major difficulty in picking up on the program again. The factor which created the greatest difficulty in re-instituting program was the sudden influx of youth clamoring to take part in the "special room at the 'Y'." Whereas in the previous part of program the referrals of new youth had been quite orderly, this phase of program brought a cascade of self-referrals from the South Eugene High School youth who had heard of the program by its popular "reputation." Most of the youngsters came out of curiosity and with little understanding of the group's basic purpose. While some at a later time were to become active participants, most tended to use the room for their own convenience and chose not to be aware of its program implication.

Part of the philosophy of the program was to establish a freedom in which the boys could learn through making mistakes, but this plan was dependent upon a basic cohesiveness within the group through which it could quickly recognize the need to set its own limits. During the first month of program phase III conditions became so chaotic, with as many as thirty youth crowding into the room at one time, that it slowed down the process of finding a nucleus upon which to base the formation of the group.

During this period of time it proved impossible to have total knowledge or get complete accounting of the actual number of youth who had contact with the "program." The number of "participants" was not only great but shifted in its complement from day to day. While many of the boys had personal contact with the youth worker in inquiring about the program or casually discussing some problem of the moment, there was no semblance of continuity at this time. Despite this fact, the youth worker attempted to fulfill his commitment in keeping up "contact notes" in order to get even this disorganized phase of program recorded for evaluation. Thus it came about that, although he may have filled out in detail the content of some of the contacts which he had, he could not even recall the names of some of the boys at a later time.

In November the group worker aggressively set out to stabilize the program into group situations and turned once again to concentrating on some of the interaction. During this period he introduced several table games to be played in the office (bingo, card games, and ping-pong). At this time the youth worker took advantage of the situation to observe individuals and try to select a number of boys who, with consultation and agreement from the school counselors, might gain from the re-institution of the total program. Past experience had helped the group worker recognize that the easiest way to promote group feeling and bring about some stability was to involve all the youth in a large activity, such as swimming. At this particular juncture of program activity it was not possible to find a free swimming period that would coincide with the youth worker's and the youths' activity time. Whatever activities could be devised for "the room" had to meet the group need on temporary basis. With card-playing as one of the means of group involvement it was not long before the game of poker became a frequent activity. Problems arose when betting (with matchsticks, pennies, or cigarettes) in the poker games loomed as a disrupting factor. Instead of putting a ban on the game the youth worker immediately recognized the potential of using it as a means of creating some group feeling and initiating positive group interchange. He helped the card-playing group to establish its own rules in protecting each of the players. He also helped them to uncover the inherent dangers to personal relationships wherever loss or gain of money (or material possessions) was involved.

By about the third week of this kind of activity the group was able to start talking about why some of them became unduly angry when they lost or why certain individuals would play their hands so that they would continually lose. This interested several individuals in the group and they became intrigued with the knowledge they were gaining about themselves and the way they related to other people. By the latter part of December, 1965, most of the card-playing group had formed itself into a unit that was eager to move into sensitivity development sessions.

Concurrently the youth worker had kept up contact with the administration and counseling staff at South Eugene High School. Among them they assessed the characteristics and needs of the various youth who had been coming to the room at the "Y." Ultimately they settled on the names of ten new boys who they felt should become involved in the program in addition to fourteen who were "carry overs" from the previous Spring and who had indicated interest in remaining in the program.

In a decisive action about mid-November the youth worker posted the list of the twenty-four "eligible" boys on the door. He spent a considerable part of his time for the next two or three weeks handling reactions to both the "in-" and "out-" groups.

Those who were being left out in most instances were helped to recognize that the program was not just a place to "put in time during the school day." There were those in the out-group who had been identified as being in need of this type group experience. In these cases the limitation of program size had to be explained and some effort was made to help get these boys into other programs which existed in the community.

The "in" boys needed support in protecting themselves from the jibes of those who had not been selected. At first, in their apparent guilt, they strove to get the group enlarged and change rules in order to be able to include some of the fellows who had been left out. By the first part of December the group was able to set rules for the use of the room and bring about some more organization. By the end of December the group consisted of a fairly well-knit unit of seventeen boys.

In January, 1966, by an arrangement with the Training Division of Lane County Youth Project three Colgate University students were assigned to observe the program for a one-month period. With this new development, and especially since it related to a fairly close scrutiny of activities, the newly formed group of youths reverted to wild poker playing and a general disorganization. The youth worker and the Colgate student group joined together with the youngsters in a frank discussion of what was taking place. This opened the way for an easy interchange of ideas between the youth and student groups and the month of January saw much progress in making the Small Group

Program a more cohesive unit. By February, 1966, it became possible to schedule the swimming pool on a frequent basis and the group rapidly moved into a schedule similar to the one which had been enjoyed in the Spring of 1965. At this point it became necessary for three of the boys to drop out of the group due to the fact that their families were moving from the area. However, also at this time two of the "former group" who had become inactive in December rejoined activities and the group count leveled out at sixteen.

Through March, April, and May the program was once again a blend of individual counseling, group activity, sensitivity development, and task orientation. Near the end of May it became necessary for the group to give up the use of the permanent room assigned to them and, without the "headquarters," their activities dwindled to a natural demise in June 1966.

While evaluation data from within its restricted design does not (and cannot) reflect the positive experience gained by those boys who maintained contact with the program on an ongoing basis, program staff can cite illustrative cases which show positive changes in the lives of some of the youth. The following instances are an example:

The "K.L." case.

> K.L., whose family problems seemed overwhelming, was helped through counseling to recognize that other group members had to cope with similar situations. Enough rapport had been developed with his lone parent to convince her that the group could handle the situation.
>
> The problem involved what realistic responsibilities this boy should assume at home. The group decided that the boy and his mother should get together and make a list of responsibilities. The group would then review these responsibilities to see if they were equitable and fair. The situation presented a public

commitment of both the boy and his mother and led to an agreeable resolution of that conflict.

The "P.R." case.

After a sensitivity development session at which "the need to be accepted" was explored, P.R., who had always had a great deal of difficulty in relating to others, became a focal point. P.R. was never seen without knee-high boots, a long leather coat (with collar turned up), a turtleneck shirt, and gloves. When he conversed, he talked of war and destruction and told in detail of the submarine he was going to build. While riding in a car, he behaved dramatically as if he were riding in a tank. His greetings to others was always the sign of a judo chop. Quite understandably, he was accepted by the group chiefly in the role of a scapegoat.

After this particular session the group had all gone out for pizza. Although P.R. had made it clear at a previous session that he did not like pizza, he went along anyway. After the boys had started to eat, one of the group expressed some feelings of regret that P.R. did not like pizza. There was a brief pause. The so-called scapegoat took off his gloves, turned down his collar, entered the conversation, and not once did he mention destroying or killing. Almost at once another group member made an observation on what was happening.

It was ultimately related that, for the first time in this boy's life, someone who was meaningful to him had shown concern. The group worked on this incident for almost two sessions exploring all the possibilities while reinforcing the social progress of the individual. Later the "scapegoat" was able to recall his former behavior with good humor while recognizing that many of his other problems remained to be solved.

B. The Small Group Program For Girls.

The Central Lane YM-YWCA Small Group Program For Girls was, in its earliest stages, designed to serve dropouts only. This particular focus resulted when representatives of local community agencies joined with Lane County Youth Project staff in the original planning of the total concept of Small Group Programs. The group expressed a need for out-of-school girls to be exposed to "charm school," job application, and child care type activities. Although no formal survey had been taken regarding the number of girl dropouts, it was believed that a sizeable number would be found in the demonstration area. As in the Boys' Program the Small Group Program For Girls underwent changes in personnel, supervisors, youth selection, structure, and focus. It, too, can be viewed as progressing in "units of operation," each a necessary modification of its predecessor.

When program was initiated, the dropout girls were difficult to locate. As the youth worker checked out the names provided her she found that many of the girls referred had moved to other cities or schools and were no longer in the area. Out of seventeen names given to her the youth worker was able to make contact with only one girl. The girl herself was able to nominate a couple of friends whom she knew to be dropouts and they, in turn, had knowledge of one or two more. Of seven dropouts located in this way the youth worker was able to interest six of them in becoming involved in the special program at the "Y."

At first working with the group of six girls was difficult in that three had babies and the other three were "expecting." For a brief period of time the group of six was broken into two groups of three to fit their parental status but they were later re-incorporated. The worker discovered that groups had to be large enough so that partial attendance at any one meeting could allow group progress.

While this one group went well, it became apparent that a modification would have to be made in the selection process in order that the Small Group Program could serve more girls. The program had begun in September, 1964, and by mid-October the youth worker was ready to respond to a Junior High School counselor who had identified 20 girl truants who, she felt, were potential dropouts, some having delinquency records. The counselor speculated that, given some special attention, the girls might be deterred from leaving school. In order to maximize the challenge and effect of a group program for these youngsters the youth worker discussed the list of twenty with the school counselor and, between them, they decided that those girls with no problem other than truancy would be worked with by the counselor and those who exhibited other anti-social behavior would be approached for the "Y" program. Through this selection process the new group was begun with six of the girls, ultimately becoming a group of nine after it had been under way a month or so.

The program for the girls started out with a simple structure. The group met at regularly scheduled meetings with an occasional spontaneous get-together. While some meetings were simply discussion periods, most involved an activity. An objective of the program was to give the girls new life experiences and guidance in helping them to adjust to adolescence. The main goal of the program was to encourage each girl to live a constructive life utilizing her potential as fully as possible. It was intended that the anti-social behavior exhibited by the girls would be dealt with openly through their participation in group activities and discussions.

The group decided it would operate on a democratic basis. Activities were to stem from joint decisions of the group and the youth worker with rules and limits evolving in a similar manner. Initially the girls had trouble operating in this way as they were accustomed to being told what to do and how to do it. At first they didn't feel the need to set limits on themselves and were surprised to learn that it took practice to operate democratically.

Group activities centered on: recreation, such as swimming, ping-pong, and skate-boarding; broadening experiences, such as planning money-raising functions, taking field trips, and having dinner out; and informal discussions, which ranged from individual to general problems that the girls enjoyed testing their opinions about. In addition the youth worker spent many hours a week in individual counseling with the girls and in some contacts with their parents and counselors in other agencies.

This group of girls was started in late October, 1964, and continued on through the summer of 1965. Throughout this period of time the youth worker noted several changes in the girls. They became comfortable in the "Y" and took pride in belonging to it. Many expressed that they had developed a meaningful relationship with an adult for the first time. Some exhibited greater interest in school activities to the extent of participating in dances, choir, and basketball. A few gained enough self conficidence to apply for and maintain summer jobs for the first time.

As for the comprehensive Small Group Program For Girls by February, 1965, the youth worker was operating her two groups (actual dropouts and potential dropouts) and was in the process of recruiting, screening, and training volunteers who could lead similar groups under her supervision. It was then that the youth worker expressed her need for a closer association with "YW" staff. Up until this time both the Boys' and Girls' Small Group Program youth workers had been supervised by a male more closely associated with the "YM" program.

At a general "Y" staff retreat, it was decided to have the male supervisor continue with the Boys' program and a female supervisor assist with the Girls' program. The change provided assistance to the youth worker in the selection and training of volunteers. Volunteers were to be selected on the basis of their sincere desire to work with girls and their ability to relate to them. Twelve applicants were selected to be group leaders and, after two training sessions, each volunteer was assigned four or five girls who had been selected by counselors as potential dropouts.

At first the volunteers encountered many problems. It was found that arbitrary groupings of the youngsters was not effective in forming a cohesive group. The girls were more responsive to being in a group of their own friends and "peer nomination" became the means through which most of the groups were stabilized.

Volunteers handled these problems exceptionally well and soon the value and effectiveness of their work became apparent. Most of the volunteers spent far more time than their required minimum with their girls. They were ingenious at picking out interesting activities and untiring in their efforts to help the youngsters.

By the end of the school year many of the volunteers, most of whom were University students, had to terminate their groups. Wherever possible, girls from terminated groups were transferred into groups that were to continue throughout the summer.

By June, 1965, the Small Group Program For Girls was serving forty youngsters in groups ranging from four to nine. Some continued through the summer on a less structured basis. At summer's end the youth worker resigned to take another job and the supervisor added the youth worker function to her own.

As with the Boys' Program there was an "end of the summer" lull and further shifts in program emphasis. Since the youth worker function was only a proportionate part of her total "Y" position, the new leader found it necessary to operate the program solely through the use of volunteers. There was no carry-over from the previous volunteer group and, after the start of the University in October, 1965, the program leader recruited a new group of young women. Of the forty girls who had been in the program at the end of the previous program year (mid-June, 1965) only two remained to carry over into the new program year. School counselors at two of the Junior High Schools changed as well.

Despite the many changes, the "new" program attempted to hold to the previous year's design and aim. Again the school counselors requested that they be allowed more latitude in nominating girls for the program. While they worked with several girls exhibiting anti-social behavior who seemed destined to be dropouts, they also were identifying another group who, through general apathy, poverty, or mixed-up family situations, also showed signs of drifting from the school scene.

Shortly after the start of the 1965 school term the counselors at two Junior High Schools nominated twenty girls each for the special program. By October, 1965, in groups ranging from five to ten girls, thirty-five youngsters were accommodated by the program. In contrast to the previous year's experience only a couple of the girls were "peer nominated." The balance were direct school referrals.

Of five groups begun in October one continued through January, 1966 (the volunteer leader became ill and two girls moved from the area), two continued throughout the entire program year (to mid-June, 1966), and two were unable to "get off the ground" through lack of a cohesive element.

In January, 1966, the program leader selected additional volunteers and three more groups were started which continued until the end of the program year. A fourth was begun in April, 1966, with the understanding that it would carry on throughout the summer period.

In summary, the final year of program involved ten volunteer leaders who worked with nine different groups of girls. Two of the groups were maintained throughout the entire program year, four were operated during a period of at least five months, and three had less than five months' experience. The program started out with thirty-five girls and ended with thirty-seven. Of the final group (thirty-seven girls) twenty-one of them had been a part of the initial thirty-five.

As in the previous year group activities included: swimming, puppet-making, taffy pulls, cooking, hair styling, field trips, "eating out" at restaurants and sororities, crafts, record parties, and informal discussions. Of the many activities experienced, swimming and group discussions proved to be the most effective in creating group cohesiveness from the program leader's point of view.

The program leader met with the volunteers as a group at monthly intervals and maintained individual conferences with them on a weekly basis. Because her leadership of the special "Y" program was only a small part of her total function within the agency, the group leader could not maintain the continuity that had been achieved the previous year during which the half-time youth worker had performed on an almost full-time basis. However, the program leader's response from the volunteer group was positive both with respect to their own involvement in the program and their observations concerning the girls' appreciation and response to the group experience.

C. Characteristics of Youngsters Served by the Programs

1. Age. The modal age for boys was sixteen and for girls fourteen. Nearly two-thirds of the boys were between the ages of fifteen and sixteen with another one-third between the ages of seventeen and eighteen. Less than one-third of the girls had reached the age of fifteen. Approximately thirty-three per cent of the girls were between twelve and thirteen compared with three per cent of the boys.

2. Grade In School. The girls' program was intentionally geared toward junior high school age and the boys' program toward high school age youngsters. Nearly all the girls were in junior high grades of 7, 8, and 9 with only four per cent beyond the ninth grade. Approximately one-third of the boys were in the ninth grade or under, however. The modal grade for boys was grade ten and for the girls grade nine.

3. Residential Mobility. A majority of program participants were born outside Lane County. Over one-half the boys and forty per cent of the girls were, in fact, born outside of the state of Oregon. Well over one-third of the girls were, however, born inside Lane County, but this was true of about ten per cent of the boys. Girls tended to show a shorter length of residence at their present address than did boys.

Secondly, three-fourths of the boys and slightly over one-half of the girls have lived at their present address one year or more. Many more girls than boys have lived at their present addresses less than six months (thirty versus six per cent). Thus, while the majority of program participants were born outside the county, the majority also shows some residential stability during the last year.

4. Number of Schools Attended. Slightly less than two-thirds of the participants attended more than one elementary school. School mobility is not so high for junior and senior high schools with more than half of the youngsters attending only one junior high and high school. School mobility, then, was concentrated in the elementary school period.

5. Occupation of Fathers. For both boys and girls, occupational category of fathers tends to be in the skilled manual, semi-skilled, and unskilled areas. Less than one-third of the fathers of either males or females fall into the white collar occupational categories.

6. Intactness of Home. Nearly one-third of the boys' and over one-third of the girls' homes are not intact.

7. Sibling Dropouts. Since the selection of program participants was related to school problems, participants were asked whether or not they had brothers and sisters who had left school before graduating. Almost none of the program boys reported sibling dropouts while nearly one-half of the program girls said they had siblings who had dropped out of school. This difference may reflect a different type of problem youngster that was served by the boys' and girls' program.

III. Program Evaluation

A. Design

The major goal of the YM-YWCA Small Group Program was to reduce anti-social behavior, especially juvenile delinquency. The design used to gauge the effectiveness of this program in achieving this goal was a matched group comparison. A group of young persons "exposed" to the program was compared with a similar group of young people who did not undertake the program. In this instance, "program participants" were identified by means of contact forms completed by small group youth workers. The contact forms were filled out by workers for approximately eight months in 1965 and six months in 1966. Uniformity of reporting was difficult to impose and achieve, so that the number of actual contacts reported under-estimates the total number of individual contacts of the workers. Contacts were reported with sufficient frequency to be representative of the contacts that took place between worker and the youngster, and also to indicate which young persons took part in the program for a sufficient period to be considered a "program participant."

There was considerable "looseness" in the definition of "non-participant" youth. In the case of this program, the range of data on young persons was not available as was characteristic of youth in our Juvenile Department or Adolescent Questionnaire populations. Since these data were not available for program youth, it was not possible to define a single pool of young persons who were "like" program participants but who were not involved in the program. Instead, non-participants were selected from a variety of sources, including peer nominations, violations of school conduct rules, or eligibility for other Lane County Youth Project Programs.

The resulting comparisons between "participant" and "non-participant" youth are not as "tight" as would be the case in randomized assignment of individuals to control groups. In this instance, the non-participants provide at best a rough baseline for assessment of what might have happened to participants had they not been exposed to the program.

B. Effects of Program on Delinquency

The first question we can ask in evaluating the small group program is whether or not it appeared to reduce delinquency. The answer is, "Apparently not." For both males and females, there seems to be little effect of the program on delinquency referral rates. For males, the major conclusion appears to be that referral rates after the onset of the program appeared in both the experimental and quasi-control group to maintain themselves at the pre-program level. In the case of the control group, the twenty per cent referral level after the onset of the program matches exactly the twenty per cent level prior to the program, while among program boys the thirty-six per cent referral rate after program is slightly below the forty per cent noted prior to the initiation of the program. This slight difference is not enough to achieve anything that might under more rigorous circumstances be considered statistically significant. (See Table 1)

For girls, both participant and non-participant groups tended to be slightly more delinquent in the period after the onset of the program, with the differences between them being so small as to not be significant. For program girls the delinquency rate after the program was twenty-two per cent compared with twenty per cent prior to the program, while among non-participants the twenty-six per cent rate after compares with a twenty-one per cent rate prior to the initiation of the program.

Similar findings result when we look at a second measure of delinquency, namely, multiple referral rates. For girls, there is no discernible effect of the program on multiple referral rates. Between the onset of the program and the post-test measurement, eight per cent of the participant girls showed multiple delinquency referrals (compared with six per cent among participant girls prior to the program), while for non-participant girls the post-test referral rate was two per cent (compared with seven per cent among non-participants prior to the program).

Table 1

A Comparison of Juvenile Court Referrals of
Program Participants and Non-Participants
(Reported in Percentages)

Time Period	Boys Participant	Boys Non-Participant[1]	Girls Participant	Girls Non-Participant[1]
Time I	44	20	20	21
Time II	36	20	22	26
Number of Cases	45	49	90	57

For boys, among non-participants the multiple referral rate at the end of the program was the same as it was prior to the program, ten per cent. For participant boys, the post-test multiple referral rate was eighteen per cent, compared with twenty-nine per cent prior to the program. Again, while there is a difference whereby the extent of delinquency is quantitatively less among the participant group after the program, the eleven per cent differential (20 versus 18%) does not achieve what would be considered a necessary level of significance in a more rigorous experiment. (See Table 2)

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[1] Non-participants in this instance are defined on the basis of peer nominations, violations of school conduct rules, or eligibility for other Lane County Youth Project programs requiring that youth be disadvantaged or alienated.

Table 2

A Comparison of Juvenile Court Multiple Referrals of Program Participants and Non-Participants (Reported in Percentages)

Time Period	Boys Participants	Boys Non-Participants[1]	Girls Participants	Girls Non-Participants[1]
Time I	29	10	06	07
Time II	18	10	08	02
Number of Cases	45	49	90	57

These data are for the total program measurement period. It was noted in the program implement section that the programs tended to be different at different time periods. Some limited data are available for boys so as to examine the question involving the possibility of differential impact of such time components.

Information on delinquency records is available for two periods of the program. There is no evidence of a differential program input on boys during Phase II in comparison with Phase III of the program. (See Table 3.) Furthermore, as a side observation, data from Phase II give no clear support for the assertion that intensive program involvement, in contrast with peripheral involvement, is effective in reducing delinquency.

It must be emphasized immediately what these findings say and what they don't say. First, the experimental and control groups are not

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[1] Non-participants defined as in Table 1.

Table 3

A Comparison of Juvenile Court Referrals of Phases II and III
Program Boys Participants and Non-Participants
(Reported in Frequencies)

Time Period	Phase II Participant Boys	Phase II Peripheral Boys	Phase III Participant Boys	Total Non-Participant Boys
Time I	5	4	5	10
Time II	5	3	5	10
Number of Cases	14	9	13	49

"equalized" in the sense that the process of randomization balances off differences between such comparison groups. Since the groups are not identical, it is possible that their differences resulted in a differential process of change over the time period of the program. This might lead to a number of different problems, including (a) an underestimation of positive program effect due to "confounding" decreases in delinquency in the control group, i.e., decreases which result from the difference between the control and program groups which would not have occurred if the control group had been equated adequately with the program group, or (b) an underestimation of negative program effects because of the failure of control procedures to establish (hypothetically) a normal remission process which might be greater than any effect of the program.

A second problem of the design is that the time periods involved are not the most adequate for the determination of program effects. At best, we might be able to isolate some short-term program impact. The real issue may be, however, whether or not the program leads to a reduction of delinquency six months, one year, or two or more years after the program. The funding pattern whereby the evaluation must be completed at the same time the program is terminated precludes consideration of the longer range effects of the program.

These considerations taken into account, the fact cannot be avoided that this evaluation raises some questions about the impact of this kind of program on delinquency. On an absolute basis, we might expect an effective program to bring about a greater reduction in delinquency among program boys than we were able to attain (thirty-six per cent were delinquent after the onset of the program). Whatever else the program did, on an absolute basis, it did not prevent or control delinquency, but had a full effect. That is, delinquency did not increase in the experimental group, on the other hand neither did it disappear. Compared with a "rough" type of control group, there does not appear to be any "relative" prevention or control function exerted either.

C. School Performance.

One way of gaining further insight into program effects is to look into other areas of possible impact, especially school behavior. A major goal of this program was to improve the academic performances of program youth, thereby (it was assumed) having some impact on their involvement in delinquency. Observation of records of school performance, however, yield results that are consistent with what was observed in the area of delinquency. There does not emerge any clear and direct improvement of academic performance as a result of exposure to the program. Among boys, it is very clear that in comparison with non-participants, program youth did not undergo any significant improvement in academic performance. Seventy-one per cent of program youth, compared with seventy-seven per cent of non-participant youth, showed no significant change in academic performance (where change is defined as movement of .50 or better in grade point average). (See Table 4) In fact, twenty-three per cent of program youth, compared with thirteen per cent of non-participants, showed negative, rather than positive change.[1] While this difference, as before, does not achieve what under other circumstances would be considered statistical significance (i.e., it is not conclusive that the program lead to a deterioration of academic performance), the direction of this relationship where the comparison favors the control group by definition precludes establishing any positive effect of the program on the basis of these data.

Among girls, the same finding of no program effect holds, although the data show a different pattern. Eighty-one per cent of program girls showed no significant change in academic performance after the onset of the program. While in percentage terms more program girls showed some improvement of performance (eight *versus* zero per cent), such a difference is not great enough to be treated as being of any substantive significance.

D. School Alienation.

Further information on the effect or non-effect of the program on school-related behavior might be obtained by examining selected attitude changes that have taken place during the course of the demonstration program. In this case we can ask questions regarding how these

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[1] "Positive or "Negative" change defined as movement of greater or less than .50 in the grade point average.

Table 4

Change in Academic Performance After Program Entry of Boy and Girl Program Participants Contrasted With Non-Participants for the Same Academic Period (Reported in Percentages)

	Boys		Girls	
Direction of Change	Participants	Non-[1] Participants	Participants	Non-[1] Participants
Positive	06	10	08	00
No Change	71	77	81	90
Negative	23	13	11	10
Total	100	100	100	100
Number of Cases	31	31	63	63

young people: (a) feel about school, and (b) view their own performance within the school situation. Problems of interpretation of data became particularly acute here as a result of loss of cases (a consequence of not having data on some youth for both pre- and post-test instruments).

These problems considered, we find in the attitudinal responses, as before, little evidence of program effect. For both boys and girls, the attitudinal changes suggest negative, rather than positive, program effects. When asked how they felt about their school, roughly the same percentage of non-program males responded that they felt the school was "good" or "excellent" before (90 per cent) as did after (86 per cent) the program. Program boys, on the other hand, were noticeably less likely to give this response after the program in comparison with their earlier responses (63 per cent versus 84 per cent). While responses on this item among girls indicated for both program and non-program girls an increase in the liking of their school between Time I and Time II (62 per cent versus 71 per cent among program, 62 versus 85 per cent among non-program girls), the relative increase favored the control group. (See Table 5)

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[1] Non-participants in this instance matched with participants on sex, year in school, and grade point average.

When asked how they viewed their own performance, the same direction of response is found. While both program and non-program males are more likely to view themselves as being among the poorest students after the program, the difference is greater among the experimentals (0 versus 37 per cent) than it is among the controls (0 versus 13 per cent). Among girls, also, program participants are more likely to see themselves among the poorest students after the program (4 per cent versus 10 per cent) than is the case for non-participants (10 per cent versus 0 per cent). These findings suggest that any program effect on attitudes was, apparently, negative, since alienation from school and negative self-conceptions appeared to increase disproportionately among program youth over the course of the program. (See Table 6)

E. Other Attitudes.

Other attitudes were measured for program effect in the Girls' Program. For example, girl participants showed a change toward favorable attitudes regarding parental authority, in contrast to a non-participant comparison group. (See Table 7) Since not all areas of possible attitude change could be covered, there is, of course, the possibility of unmeasured changes.

Table 5

Responses of Participants Before and After Program Participation Contrasted with Non-Participants at Two Points in Time to the Question: "In general how do you feel about your school?"
(Reported in Percentages)

	Boys				**Girls**			
Response	Program		Non-Program[1]		Program		Non-Program[1]	
Category	Time I	Time II	Time I	Time II	Time I	Time II	Time I	Time II
"An excellent or good school to attend "	84	63	90	86	62	71	62	85
"A fair or poor school to attend"	05	32	07	07	29	19	31	08
"Other"	11	05	03	07	10	10	08	08
Total	100	100	100	100	101	100	101	101
Number of Cases	19	19	29	29	21	21	13	13

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[1] Non-participants defined as in Table 4. The numbers of cases are reduced here since information was not available for all youth in the 1964 and 1966 questionnaire instruments.

Table 6

Responses of Participants Before and After Program Participation Contrasted With Non-Participants at Two Points in Time to the Question: "Judging from how the rest of the kids of your own sex do in class, how would you rate yourself in grades?"
(Reported in Percentages)

Response	Boys				Girls			
	Program[1]		Non-Program[1]		Program[1]		Non-Program[1]	
Category	Time I	Time II	Time I	Time II	Time I	Time II	Time I	Time II
"With the poorest students"	00	37	00	13	04	10	10	00
"With average students"	45	58	65	65	78	85	46	62
"With the best students"	40	05	36	17	13	05	45	38
"Other"	15	00	00	04	04	00	00	00
Total	100	100	101	99	99	100	101	100
Number of Cases	19	19	29	29	21	21	13	13

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[1] Non-participants defined as in Table 4. The numbers of cases are reduced here since information was not available for all youth in the 1964 and 1966 questionnaire instruments.

Table 7

A Comparison of Change in Attitude Toward Parental Authority of Participant and Non-Participant Girls (Reported in Percentages)

Change	Participants	Non-Participants
Favorable	45	26
No Change	31	58
Unfavorable	24	15
	(100%)	(99%)
Number of Cases	42	26

F. Summary

The quantitative evidence available here is far from conclusive. What data are available, however, raise serious questions about the impact of this kind of small group effort. The program did not appear to prevent delinquency, it did not appear to result in increased school performance, nor did it serve to improve the attitudinal engagement of the youth with the school. However, an attitude change was found in the Girls' Program.

It should be noted both programs changed over time. In the Boys' Program, for example, Phase I used the "Y" for athletic activities only, while meeting at outside locations. Phase II, under new leadership, had access to a room in the "Y" and included individual counseling and group discussion. With the growing pains pretty well overcome, Phase III met with increased self-referral youth, but the number who could be served was less. The youth leader's time, and hence his activities, were necessarily limited, as financially stipulated.

Some of the design problems inherent in the Case Aide Program evaluation apply here also. The treatment appropriate for one youth may not have been appropriate for another youth. If youth had been grouped according to their personality characteristics it might have been possible to determine if the program had different kinds of effects on different kinds of adolescents. Further, the measurements were made during the program, rather than after.

Another of the evaluation problems concerns numbers of youth receiving the entire program. There were five carry-overs into Phase II and fourteen carry-overs into Phase III. Even if the original five youth had remained in the program to the end, they would constitute only a small sample upon which to base longitudinal research.

Further, the differential in time-spans between units may confound our observations. For example, the Boys' Program changed after seven months, then after three months, and then was concluded with a nine-month segment. If the time spans were equal, etc., cross-sectional evaluations perhaps could have been more revealing of youth's reactions to a specific set of the program conditions.

As it is, the boys and girls measured in the overall evaluation are from all program segments. But even so, when Phase II and Phase III segments of the Boys' Program were measured for time-component differences in delinquency, none were found to occur. In other words, the data available indicates no reduction in delinquent behavior and no improved school behavior attitudes. Perhaps a more definite effect could have occurred if the program, through adequate funding, could have been expanded.

An additional variable having possible influence on the data is that the Special Program Groups were surrounded with a negative connotation that isolated them from the other youth being served by the "Y." The Program youth's self-image, as reported in the questionnaires, therefore, may reflect these negative attitudes to some degree. In addition, the quality of leadership naturally changed through staff turnover. Each leader had his own individual leadership characteristics which may or may not have been to the best interests of Program youth. That is, no measurements assessing leadership qualities are reported here for analysis.

The "Y" Programs did serve to create some by-products resulting after its close. Scholarships now are issued to about ten per cent of the current "Y" membership, according to its director. Youth who would normally not participate in the "Y's" activities are bussed in from one of the local schools. Several former Program boys maintain contact with the "Y," and a few have returned to school after having dropped out.

The program did accomplish finding alienated youth and it attempted to re-integrate them into the community by combining the area's existing facilities and a new approach. This method linked several school counseling staffs with workers located at the Central Lane "Y" through recruitment of youth not normally served. These acts represented a change in the operating structure of the "Y." Its services were widened to include these troubled youth, resulting in its facilities being put to even more effective use.

It must be noted that the program did not function under the conditions that were presumed when it was planned in the original Lane County Youth

Project proposal. At that time, it was assumed that the Small Groups Program was to help "lift" alienated youth to a point where they could be integrated into more institutional Youth Project programs in both the schools and employment areas. The fact that the educational program, especially, did not develop meant that this supportive program had to function under very different conditions than those proposed. The lack of positive findings, however real, do not necessarily provide a test of the program that was planned initially.

Section V: SUMMARY AND CONCLUSION

A. Introduction

At conception, the Project's agency programs were designed to provide a matrix of available community agency services by expanding currently existing services and developing new resources. These services within this matrix would be made known to helping agencies and groups in Lane County. The purpose was to open avenues for professionals, subprofessionals, and volunteers through which to re-orient alienated youth or families back into the major networks of society--"into the system."

In some cases, the pathways back to the community require working with individuals, under a program, in order to produce internal change. In other cases, the pathways call for changing the environments into which the individuals may return. This latter approach recognizes that not all problems originate from within, but that segments of the community need adjusting in order to provide meaningful experiences to the alienated. Whichever method seemed most appropriate was the one selected.

B. Summary of Agency Achievements

The Youth Project helped with development and operation of several agency programs and components. As a result, a number of achievements were made, as well as implementation of agency programs.

1. Agency Information Program. The Agency Information Program informed the community about the Youth Project. The expansion of a currently existing directory into a more comprehensive document, Directory of Community Agency Services, was completed and issued to familiarize local agencies with the entire scope of help facilities available.

2. Newsletter. The Newsletter was another communications vehicle containing month-by-month changes in the growth of the Project. Its distribution was county-wide.

3. Community Health Council. The Agency Division's provision of research assistance and support to the Community Health Council helped the Council to fulfill its goal of a community assessment of professionals' attitudes toward needed mental health facilities and their usage--past and projected.

4. Community Volunteer Coordinator. The Community Volunteer Coordinator, as the Project's representative, was active in expanding and solidifying the existence of volunteer activities. The Community Volunteer Office became a more prominent volunteer bureau as a result.

5. Family Service Program. The Family Service Program incorporated sub-professionals to reach families having such a complexity of problems that they were known to two or more agencies. Thirteen family aides served eighty-two multi-problem families.

C. Summary of Agency Programs Within Community-Based Agencies

The Agency Programs, located in existing community agencies, received most evaluative emphasis during the demonstration period, within funding limitations. These programs include the Case Aide Program, the Data Processing Program at the Lane County Juvenile Department, and the Boys' and Girls' Small Group Programs at the Central Lane YM-YWCA.

1. Case Aide Program. The Case Aide Program served ninety-seven youth with sixty active case aides. The evaluation of the demonstration was inconclusive, since one method showed no experimental effect, while another suggested a slight reduction in delinquency. It was clear, however, that this program did not bring about a dramatic reduction of juvenile delinquency. At the same time, this is one instance where no difference has a meaning since it suggests that the youth served were no worse for having been dealt with by a non-professional.

Questions do have to be raised regarding the possibility of interactional effects between the appropriateness of the treatment plan for one youth as contrasted with the same plan for an entirely different youth. The types of aides matched with the types of youth could result in affecting the outcome, as well. Classification by youth types and treator types, providing more complexity to the analysis, has been shown elsewhere to distinguish the recidivism effects more clearly than a gross measurement of after-referrals only.

The Case Aide Program has been incorporated in the Department's services. A full-time coordinator is expanding the program to include remote areas in Lane County, such as Cottage Grove and Florence. This reception fulfills the broader goal of transferability of a Youth Project-community agency program. Requesting assistance from local citizens showed, by their response, that volunteers are willing to accept responsibility to directly relate to youth. Thus, a further Project goal--involving the community with the delinquency problem--was accomplished.

School District #4 in Eugene incorporated the Case Aide approach to students, with liaison work of the Case Aide Coordinator. It now has a complement of School Aides currently working with youth at the elementary school level.

This initial school program was nearing the close of funding by the Project. The community, learning of these circumstances, contacted the School District office requesting continued services. Families served by the school program, teachers, counselors, and community volunteers familiar with either or both Aide Programs, all made their plea. Their requests were impressive. The School District, intending to continue the well-received program, reallocated funds to continue from March 1 through August 31, 1967, at which time further assessment will be made.

2. Data Processing Program. The Juvenile Department is now able to maintain case records on IBM for twice the youth population it once processed. The amount of information coded has been doubled, with no increase in coding time. The resulting program serves local needs of the Juvenile Department, as well as meeting national specifications for data usage at a federal level.

A substantial expansion in their records-keeping has been accomplished. Most importantly, information is now readily accessible, information which can be used to improve the services and facilities of this crucial agency.

The Juvenile Department has exercised administrative influence upon the development of its two programs. (The expansion of the Case Aide Program denotes this influence, in addition to the decision to request State funds for continuing support.) In the case of the Data Processing Program, advice was given to adapt the joint computer efforts to utilize the most advanced IBM system in the area, which became available to Lane County during the developing stages of the program.

3. The Small Groups Programs. An important aspect of the Lane County Youth Project was the provision of various kinds of specialized agency services for delinquent or trouble-prone youth. One such was the Small Groups Program administered by the local YM-YWCA. Separate programs were operated for boys and girls, but both were designed to provide structured group experiences for these youth. The groups were reasonably small, and organized so as to have enough group structure to give the youth some identification and to allow for group processes to generate and function.

A total of roughly forty-five boys and ninety girls were served by the Small Groups Program. Available data suggest that this program did not bring about any significant change in delinquency or school malperformance. On the other hand, the limits of size did not permit an examination of the possible differential effects on different kinds of youngsters. Nor was provision made in the program for follow-up studies on these same youth for evidences of effect over time.

D. Conclusions

The Agency Programs of the Lane County Youth Project have had an impact on the community service agencies of Lane County. A modified Case Aide program is being conducted both by the Lane County Juvenile Department and by the Eugene school district. Furthermore, not only will the computerized data processing system developed by the Project be continued in the Juvenile Department, but it will serve as a national model for juvenile court electronic data processing.

In reviewing the findings regarding the lack of clear impact of the individual service programs, it should be remembered that not only are there inherent problems in the research design, but also the programs were carried out under conditions vastly different from what was planned originally. The original proposal emphasized the view that the Lane County Youth Project was to be an extensive and coordinated effort, with each of the component programs linking and joining with any number of other programs. Within such a framework, the individual service programs, such as the Case Aide or Small Group efforts, were viewed as support programs to those major programs which would deal with the educational, employment, and family problems of individual youth.

This support role did not emerge to any significant degree, primarily because of the limitations of size of the Lane County Youth Project. As a consequence, the individual programs were virtually isolated from the coordinated role that had been planned. As such, program staff were not able to deal in a systematic way with the myriad of problems youth brought to the program. It remains to be seen, then, if the kind of service program originally proposed, under the originally specified conditions, would have the impact which was hypothesized.

CHAPTER VI

COMMUNITY DEVELOPMENT PROGRAMS

CHAPTER VI: COMMUNITY DEVELOPMENT PROGRAM

I. Program Rationale

The multitude of educational, employment training, and agency changes called for in the Lane County Youth Project proposal requires extensive support and cooperation within the target communities. Without wide-scale involvement of local residents, programs such as those envisioned could have limited impact at best. The task of obtaining this involvement was assigned to the Community Development Division of the Lane County Youth Project.

Community development programs were seen as including community planning groups for inventorying community needs and the enlistment of community support and resources to carry these plans to fruition. Youth development programs were seen as including leadership development, youth employment services, recreation, or special interest programs for exclusive segments of youth. In the original proposal those two programs (adult and youth oriented) were thought of as integrated, somewhat interwoven, or interdependent. To treat one was to have to treat the other. The community setting is an elaborate structure of institutional relationships such as family, work, church, property, government, health, law, and recreation. A problem youth would have to be treated in his social milieu. This is where he lives and functions, this is where he will have to live during those years when he may well be of concern to the community. His delinquency is not an isolated fact, but a phenomenon which affects in diverse ways the social setting.

A. Rationale for Community Development Program

The role of the community in youth study and delinquency prevention is best explained in this paragraph from the original proposal:

The community as an entity must receive attention in any program of youth development. This social setting encompasses an elaborate social structure integrated around property, government, health, law, and recreation. The complex interaction of these social functions represents the context in which youth behavior occurs.

Any community development plan needs to consider the isolation and insulation of youth from the world of adults. Thus, youth should be included in the decision processes affecting their welfare. Furthermore, all the community should become aware of youth problems and be brought to support youth programs. The troubles and interactions of youth take place within the community setting, and the outcomes of these interactions affect the community in part or as a whole.

Communities in the hinterland are relatively structured and traditionally somewhat resistant to change. As a result, provision had to be made for mechanisms which would provide local support necessary to bring about desired program changes. A highly diversified community development program structure was envisioned which would allow for maximum involvement of community leaders and resource people, with the representation of all socio-economic levels being crucial. Involvement of the unaffiliated segments of the community was necessary to know their needs. Of equal importance was the involvement of the affiliated, since they were in positions of importance in the local community and little change could be effected without their understanding or participation.

B. Rationale for Youth Development Programs

The peer culture of troubled and troublesome youth operates in a general community setting, rather than within specific institutional spheres. Many have given up their institutional contacts or do not participate in institutional affairs. Hence, they have become invisible to the agencies of the community--until some anti-social act brings those institutions to bear on their lives. In order to reach into communities and make contact with the invisible and alienated participants in this deviant youth subculture, the youth development strategy called for youth workers to function in the natural setting in the community. Activities envisioned for this program involved recreation, employment, and counseling by a youth worker.

C. Objectives

To achieve the ends sought of community development, and to assure the transferability of the Project ideas to each community, the following goals were delineated as objectives:

1. Staff Community Development Division Offices: The proposed staffing pattern was to include a Chief of the Community Development Division and a Community Service Coordinator and Community Youth Worker in each of the three demonstration areas.
2. Public iInformation: To aid public understanding of the Lane County Youth Project and related programs affecting the community, considerable effort was to be expended towards public information activities. To achieve these ends, working relationships were to be established with local representatives of the press; speaking engagements arranged for presentation to local civic, fraternal, church, and service groups; and individual contacts made with local leaders and lay people.
3. Involvement of Alienated and Disadvantaged Youth and Adults: Several techniques were to be introduced to achieve initial contacts with the alienated and disadvantaged; informal contacts made on the

streets in the demonstration communities; contact made through the schools; contacts made through the youth enrolled in the Education Program classes; and contacts made through formal introductions from friends of the disadvantaged.

4. Improvement of the Economic Base in the Demonstration Areas: This feature of Community Development involved the organizing of civic groups and local citizenry into committees with the expressed purpose of initiating community economic development.

5. Improvement of Vocational and Employment Opportunities: This phase of the program involved finding and developing meaningful employment opportunities for disadvantaged youth. It was to provide an opportunity for other members of the community to become involved in the problems of youth.

6. Improving Education Opportunities for Disadvantaged Youth: Community resources were to be developed to expand educational opportunities, especially to pre-school-age children. These resources included forming committees and recruiting youth and adults to the resulting programs.

7. Improving Recreational Opportunities in the Demonstration Areas: Noting that the disadvantaged youth are "locked out" of recreation activities because of financial limitations, availability of programs, or discrimination, programs were devised to provide for these boys and girls. The programs embraced the same philosophy as other recreational programs, but were made specifically available to the disadvantaged youth.

8. Broaden Cultural Growth Opportunities for Disadvantaged Youth: The goals of this particular objective were embodied in many of the other programs evolving from the previous goals. However, a number of specific events were to be arranged which could be labeled as culturally broadening.

9. Improve Home, and Family, Living Resources, Abilities, and Practices: This phase of the program involved home resources to be used to help the disadvantaged learn to help themselves. The program would involve community volunteers.

D. Proposed Program Implementation

To carry out the objectives developed in the program rationale the following programs were envisioned:

1. The Community Planning Committee Program: This group would be formed in each of the demonstration communities to bring together adults and youth from various levels or segments of the community for the following functions:

   a. To inventory and assess needs and resources for youth.
   b. To develop plans for the improvement of youth resources and develop priorities for both short- and long-range efforts.
   c. To enlist community support in carrying out these plans.

A truly representative committee would permit this mobilization of all segments of the community, both to enlist broad support and to assure a community base program which would continue after the stimulating Project phased out of existence. Transferability of program was a Project goal.

To achieve these goals, and assure adequate development and growth of this type of community action, two other programs were indicated: (a) a Citizen Participation Program utilizing volunteers both to increase services available and to achieve wider spread community involvement with programs, and (b) a Leadership Development Program to strengthen the existing leadership and to provide training for the segment of the population not previously engaged in community affairs.

2. Youth Development Program: Since youth were the primary focus of this Project, a youth development program was envisioned which would provide services for those youth alienated from or rejected by the community and institutions. This program would incorporate the following:

a. A flexible and informal program utilizing a community youth worker. This would provide contact and counseling in youths' own milieu.
b. Group programs to provide avenues of participation in community organizations previously absent.
c. Special youth programs to take the form of educational employment training.

To achieve these goals, and assure program success, the following programs were planned: (1) the Community Youth Worker Program has its counterpart in the urban detached worker concept. These workers would identify and engage the alienated youth in education, recreation, and employment programs; and (2) the Employment Division Program would locate part-time jobs, train to employment skills, and locate volunteer workers to help find jobs and place the boys.

II. Program Implementation

The implementation of a program of community development in the Lane County Youth Project was initiated during the fall of 1966. Community development programs, as was the case elsewhere, were restricted because of the relatively small amount of funds available. The program itself became a joint effort of the Youth Project and the Oregon State Cooperative Extension Service. The staffing of the program consisted of a Chief of Community Development for administration, and (1) in South Eugene one community services coordinator and one community youth worker, (2) in Junction City one community service coordinator, one community youth worker, and one home and family life coordinator, (3) in Oakridge one community services coordinator who also functioned as the community youth worker.

A. Personnel

The following individuals filled the listed positions in each of the demonstration areas:

1. Administrative Office:

Harry E. Clark Chief of Community Development (Oregon State University Cooperative Extension Service)	5/1/64 to 12/31/66
Mrs. Susan A. Mullin Information Specialist	8/1/64 to 6/10/66

2. South Eugene

Wayne H. Nierman Community Service Coordinator	3/15/65 to 9/30/66
Ronald C. Collins Community Youth Worker	9/1/64 to 11/30/64

Larry E. Decker Community Youth Worker	9/15/65 to 11/15/65
Douglas Post Community Youth Worker	3/7/66 to 11/30/66
James F. Ross Community Youth Worker	12/16/64 to 2/1/66

3. Junction City:

F. Dale Hoecker Community Service Coordinator (Oregon State University Cooperative Extension Service)	8/15/64 to 12/31/66
Mrs. Wilma Heinzelman Home and Family Education Coordinator (Oregon State University Cooperative Extension Service)	2/15/65 to 12/31/66
Gene W. Andal Community Youth Worker	9/14/64 to 6/4/65
Edward C. Lohner Community Youth Worker	6/15/65 to 10/31/66

4. Oakridge:

Larry L. Horyna Community Service Coordinator and Community Youth Worker	1/1/65 to 9/30/66

B. Community Development Program

The Community Development implementation plan provided for one Community Service Coordinator in each of the demonstration communities. His responsibility was to develop and implement programs in community planning, citizen participation, and leadership development. This person had to make many contacts with different social classes and with community groups and leaders, with the expressed purpose of encouraging participation in community planning groups and community services groups. This person also had to make contacts with institutions and agencies to gain their cooperation in community endeavors. By acting as a consultant to working groups, the Coordinator could lend direction to committee work and supply information and resources when needed.

1. South Eugene: The Community Development Program in South Eugene was started in March, 1965, and lasted through September, 1966. The following are some of the Programs carried on by the South Eugene Community Service Coordinator:

   a. Eugene Community Planning Committee: One of the objectives of Program implementation was the formation of a community planning committee to identify youth problems and develop resources. During the process of contacting community leaders for their suggestions, the City Manager indicated that a similar, but inactive, committee existed. The committee had been appointed by the Mayor. Rather than attempt to form a separate committee, this one was reorganized. While the committee was originally concerned with physical and economic problems, they were gradually involved with community development problems.

      The Program Chief of Community Development says of this committee: "This has been a good demonstration of how a relatively inactive committee which had been appointed by city government can be reactivated to assume new roles of responsibility in the community. The future of this committee will depend on the leadership ability of the persons who are appointed and upon the direction and assistance from members of city government."

   b. Community Volunteer Office Following the guidelines of the second objective (involvement of alienated and disadvantaged youth and adults), a conference was arranged with the Office . to create an awareness of the need for volunteers in the community. The Office had been in existence for some time, but the Community Service Worker assisted in providing organization and helped conduct the conference call to apprise the community's need for volunteer work.

   c. Improve Educational Opportunities: After attending a meeting called for positive action on pre-school education in the public school system, a group of thirty-five citizens formed the Eugene Pre-School Education Committee. The committee was responsible for supporting legislation for the incorporation of kindergartens in the public schools and for initiating a Head Start Program.

   d. Eugene Youth Council: Both disadvantaged and affluent community youth were encouraged to participate in this program. The disadvantaged soon became disenchanted by the lack of definition of goals and activities. They left the group. The group was reorganized on a city-wide basis with representatives from all schools. In 1965 it supported a bond issue for the development of a community center; but the city council delayed action on the submission of the project. Other activities included grounds cleaning of the Pioneer Cemetery and a car rally. Because of inability to define goals, the membership dwindled to eight. No further interest could be generated to re-establish the organization.

2. Junction City: The Community Services Coordinator (CSC) performed approximately the same function in this community as were enacted in South Eugene. However, the CSC and the Home and Family Education Coordinator were members of the Oregon State University Extension Service.

The Community Development Program started in August, 1964, and ended December, 1966. A Home and Family Education Coordinator was added to the staff in February, 1965.

a. Junction City Community Study Committee: For approximately one year after the onset of the program, no committee was formed. The Community Service Coordinator reported there was no central rallying point, no problems or opportunities to get a group of local citizens organized. It was indicated that the town was apathetic and that the disadvantaged were "hidden."

Finally, twenty-five people were selected who would discuss community problems. Fifty per cent were to be middle-class and fifty per cent were to be from or represent the disadvantaged group. Some of the problems encountered in committee operation were:

(1) Mobility of the disadvantaged and resulted in the loss of knowledgeable members and continual retraining of the new persons.

(2) Maximum feasible community participation seems directly related to the servicing and "behind the scenes" development and leadership of a professional worker.

b. Volunteer Family Visitor Programs: The volunteers assisted disadvantaged families in getting surplus foods, helped several Aid to Dependent Children families to obtain furniture and Christmas gifts, and helped other children get fitted for glasses.

c. Improved Educational Opportunities: A committee made up of community leaders and disadvantaged people was appointed by the P.T.A. chairman to study the feasibility of implementing a Summer Head Start Program in 1965. The Community Services Coordinator and other Project staff worked within the wider community to develop community interest and encourage committee members. Enough interest was generated in the community so that the Board of Education approved the use of the primary school for the Program. To recruit these children home visits were made to explain the program and urge parents to participate. Twenty-five children were recruited.

The 1966 Summer Head Start Program was handled by a committee selected by the Community Development workers. The committee workers assumed the task of contacting families to recruit children. Forty children were recruited. This 1966 Program increased emphasis on parent counseling.

The 1966 group began group meetings in the summer following the Program. It informally became a "grassroots" poverty group meeting to decide what the needs were and how to go about making them known. When attendance at these meetings began to wane, the chairman of the group informed the Community Services Coordinator that this was due to "too many boss people." It was decided that the professional Community Development staff would no long attend the meetings but would remain available for consultation.

d. Improvement of Home Living Resources, Abilities, and Practices: A sewing course consisting of six sewing classes was organized for disadvantaged women. The classes were held at the high school. Of the seven enrollees, four completed their projects. Two asked about joining the adult education class in the evening at school, one attended but left. Fabrics and patterns were solicited from the adult education class and donated to the group.

3. Oakridge: The Oakridge Community Development Project was started in January, 1965, and continued until September, 1966, a period of one year and eight months. The Community Service Coordinator also served in the capacity of Community Youth Worker.

The following are Community Development functions carried on in Oakridge:

a. Oakridge Community Committee: Initial efforts to establish a committee in Oakridge met with apathy. However, some local leaders, interested citizens, and the disadvantaged who had been contacted in other programs were approached again. The committee was finally formed, but the general disinterest of local leaders resulted in its inactivity.

b. Community Health Council: Concern on the part of local leaders about community health problems lead to the formation of the East Lane Community Health Council. A group of citizens, local leaders, professionals, and members of organization formed the group and selected a chairwoman. Shortly after this organizational meeting, the chairwoman's health began declining, resulting in hospitalization. The committee became inactive.

c. Community Bus Service: Because of the inaccessibility of the community, limitations were placed on any group outings for the youth of the community. With the help of the local Junior Chamber of Commerce, a bus was purchased from the school district, and the bus was operated by the Junior Chamber of Commerce on a non-profit basis. It was used for Scout and ski club outings, summer recreation, and church activities. The work of the Community Service Coordinator helped this locally initiated idea become a reality.

d. Improving the Economic Base: Consistent with ideas behind objective 4, improving the economic base in the demonstration areas, the Community Services Coordinator helped with the Willamette City Annexation Plan. Over the past 15 years, this annexation had been attempted without success. The Community Services Coordinator helped organize a committee of interested citizens and served as a temporary chairman. He also served as a resource person, helping prepare materials for the community's appraisal of the problem. When the Study Committee disbanded, eight of the members formed a new action committee. This committee expanded to fifteen members. The first meeting involved approximately two hundred people.

Although the vote taken in March, 1966, ended in a defeat for the issue and the committee disbanded, their interest was rekindled and in October of 1966, the issue passed. This project demonstrated the inter-play between a professional worker and interested community people in resolving a controversial community issue.

4. Some Program Illustrations: While the above descriptions provide some overview of the community development program, detailed illustrations are useful in communicating more precisely the working method of these workers.

a. An illustration of organizing the community around a task-- the community bus service in Oakridge:

During the fall of 1965, the Coordinator was approached by a local physician and asked for assistance in formulating a plan whereby an available bus could be purchased from the local school district to be used cooperatively by various youth and adult groups in the community (ski club, scouts, churches, civic groups, etc.).

During the following weeks the Coordinator and the physician met several times to try to determine:

(1) If there was a need for such group transportation;
(2) If the idea was practical;
(3) If the idea was legal;
(4) If a local group would be willing to undertake the project; and
(5) What preliminary work needed to be done.

After numerous discussions with local youth group leaders and adult community leaders, it was agreed that transportation to points outside the confines of the community for group outings was not readily available. It was also determined that several youth-directed programs were limited due to this lack of available transportation. At this time the Coordinator agreed to assist in investigating the possibilities of establishing a community bus service in the Oakridge area. At that point in time the local school board was preparing to accept bids on a 1951 model Chevrolet bus which was being sold to the highest bidder. After being approached by the Coordinator and the physician it was learned that they were very receptive to the community bus idea because of the relief it might give them from demands for transportation. They agreed to table action on the bus until further investigations could be made.

The physician and Coordinator agreed that the community bus concept would be an excellent project for one of the local civic clubs. Although the three most active civic clubs in the community expressed interest in the idea, only the Junior Chamber of Commerce was willing to accept the responsibility for the operation of the services. They agreed only on the basis that further investigation be done and a plan of action be prepared by the Coordinator and the physician.

During the following months the Coordinator took action to comply with the above stipulations as time permitted. These actions included:

(1) Consulting with State PUC officials to determine the technical and legal ramifications of such an effort and receiving their sanction to proceed;
(2) Consulting various insurance firms to determine insurance debts and their willingness to insure;
(3) Consulting various auto and truck leasing firms for information on lease agreements;
(4) Consulting with other civic groups to determine their willingness to financially support the effort;
(5) Consulting with local garages to determine their willingness to provide free service to the vehicle; (this was secured)
(6) Consulting with school mechanics to determine the safety of the vehicle; and
(7) Consulting with a local lawyer for advice and assistance on legal questions.

Upon conclusion of the above activities, it was decided that some plan could be formulated whereby a community group could own a vehicle and provide the use of that vehicle to other community groups as long as certain technicalities were complied with. It was also learned that reasonably priced insurance could be provided if certain requirements were met.

The Coordinator then took action to prepare a legal, all inclusive lease agreement under which the bus service could operate. He also put the wheels in motion to have a special insurance policy prepared.

Early in 1966, the investigation was completed and a plan was presented to the local civic club as well as to the local school board. Approval was given to the plan from both organizations and the $1,000 bus was purchased for a $10 token bid. Insurance was secured for the bus by means of a $100 contribution by the Chamber of Commerce and several other small contributions by private individuals. The Jaycees then proceeded to paint the bus and generally make it ready for use by any community group who so desired. The use of the bus by any community group on a non-profit lease arrangement involved the following expenses, with the lessor also providing gas and oil:

$10-lease charge
$10-insurance coupon for 24 hours

At present the community bus service is in operation and the Coordinator is no longer involved. The bus has been used for scout outings, ski club outings, summer recreation group transportation, and church group outings. By all indications, the service is well accepted and has not presented any major problems. It is hoped that the services will continue after its one-year trial period. Participation in the ski group is anticipated to increase significantly due to this new transportation resource, thereby involving more and more youth.

Again, it is felt that the Coordinator's willingness to work on a locally initiated idea helped it to become a reality. Although the community bus service will probably never result in sweeping economic or social change in the community, it is felt that this effort does fit into the total community development picture, especially in regard to the possible expansion of recreational activities for youth.

The main weakness of the whole effort seems to be the relegation to the Coordinator of much of the investigation and preparatory work. However, he accomplished this gradually and only as time and conditions permitted. The complexity of the eventual lease, insurance stipulations, and legalities, created a condition which was not conducive to the involvement of a number of lay people until after the information could be compliled into a more easily understandable form.

It is felt that the complete transference of the responsibility for the operation of the community bus service, by both the local physician and the Coordinator, provides an excellent example of how the initiation of an idea and the formulation of a plan can lead to a working program which is not the continued responsibility of the initiator or the planner. It is felt that the initiator of this idea achieved his goal and that the Coordinator provided considerable assistance in the realization of that goal. Hopefully, this newly acquired community service will be mutually beneficial to the entire community in its own limited way.

b. An illustration of organizing the community around a task--the Community Health Council in Oakridge:

During the late summer months and early fall of 1965, the Coordinator engaged in a series of discussions with a local, female leader. This leader was vitally concerned about various health conditions in the community and what could be done to improve them. The Coordinator encouraged and supported the local leader in her concern and eventually it was agreed that perhaps the formation of a representative Community Health Council would be one way to study and attack some of the problems.

In the weeks following, the Coordinator encouraged the leader to begin determining interest by discussing the proposed health council with selected community citizens including representatives of organizations, businessmen, professionals, local leaders and other citizens. The

Coordinator agreed to discuss such action with local doctors in an effort to gain their approval for participation in such an effort. The Coordinator also accompanied the local leader to Eugene to discuss the advisability of such action with the County Health Department officials as well as the organizer of the Lane County Health Council. These agency people, as well as the professional health organizer, strongly supported such action and it was agreed that an attempt to form a council would be made in the Oakridge area.

Prior to and during the first meeting, the Coordinator assisted the local leader by:

(1) Helping invite local citizens;
(2) Helping arrange for a resource person to be present;
(3) Presiding over the meeting until a permanent leader could be selected; and
(4) Encouraging action by the group.

Some 19 people attended the organizational meeting, which was held on October 10, 1965. This group consisted of representatives from the community's civic, fraternal, business, and professional groups as well as lay people. At this meeting the possible formation of a health council was discussed and the concensus was that further action should be taken. This group found the following pre-conceived goal and objectives to be compatible with their interests.

Goal: The optimum in community health; physical, social, and emotional.

Objectives:

(1) To determine what can be done to improve community health conditions;
(2) To survey the picture of community health needs, discovering unmet needs, and developing plans for meeting those needs;
(3) To develop interest and stimulate community action toward solving community health problems;
(4) To gather facts and figures and get these to the people in order to influence public health legislation;
(5) To correct detrimental health conditions in the community;
(6) To keep the community informed of current health legislation, the health status of the community, and better ways to prevent disease and health problems; and
(7) To request speakers and materials from county, state, and national resources.

The group selected the previously mentioned local leader to be their interim chairman and decided that the name of the group should be The East Lane Community Health Council. At this time the group agreed to meet again within a month to get better organized and to begin formulating a plan of action. At that time the Coordinator felt his assistance would no longer be needed to any great extent.

c. An illustration of the public information function in a small community:

Perhaps the most effective means of public information in a small community is the word-of-mouth method. This has proven to be extremely valuable in terms of creating better understanding in the minds of the clientele as well as the general public. The supportive statements given by well-informed local leaders to their peers has had an undetermined positive effect. This claim has been substantiated on numerous occasions when the Coordinator has met a local adult for the first time. A typical reaction to the Coordinator's introduction has been, "Although I have never met you before, I've heard about you and the fine work you are doing with these kids." These kinds of reactions indicate that a great deal of "grapevine" information does circulate through the community and can be used advantageously. However, it is realized that this can be a negative influence as well as a positive influence. Fortunately, the former has been minimal and on several occasions has been reported to the Coordinator, thus enabling him to "run down" the misconceptions and provide adequate information to the individual involved.

C. The Youth Development Program

To carry out the goals of the Youth Development Program each demonstration area was to be provided with a Community Youth Worker. The goal of these workers was to provide counseling in the alienated youth's own locale. The workers would identify, contact, and engage these youth in education, recreation, and employment programs. The program operated on a basis similar to the urban detached worker. The alienated youth are detached from institutions, agencies, and family and depend heavily on their peer relations. An effort had to be made to reach out to these youngsters. Since they would not likely come to the Program -- which would be viewed much like any other institutional function, these youth had to be met on their own grounds.

1. South Eugene: The community of South Eugene had four Community Youth Workers over the Program's two years of operation. Program started in September, 1964, and ended in November, 1966. During this period, the following programs were carried out:

   a. Improvement of Recreational Opportunities: A Teen Activity Night Program sponsored by the Eugene Department of Parks and Recreation was having low participation. With permission, The Community Youth Worker began involving disadvantaged and delinquent youth in practice basketball. Seventy-four boys were soon participating. Twenty-nine had been contacted by the Youth Worker, and the other forty-five had been informed by their friends or by Recreation personnel.

   b. Monroe Center Fun Night Activities: Though this was primarily a Eugene Parks and Recreation activity, the Youth Worker was given permission to involve disadvantaged youth. From fifteen to twenty-five boys participated at different times. The youth had an opportunity to use sports equipment. This gave the Youth Worker an opportunity for meeting and counseling.

   c. Rock 'n Roll Band: In February, 1965, a band was formed consisting of four boys. They have played for a number of local dances and on several occasions have fulfilled out-of-town engagements. The original group has since split into two groups. At last report, they were seeking an adult to act as their general manager.

   d. Special Outdoor Outings: During the summer and early fall of last year, several overnight trips in the Three Sisters Wilderness area were taken, involving a limited number of boys and, in one case, some of the boys' parents. Two adult volunteers took three separate hunting trips last fall with two of the boys served by the Youth Worker.

   e. Mechanics Group: A building was offered by the Parks and Recreation Department upon request, suitable for a shop where boys could work on their cars. Instruction in both shop safety and auto repair was offered. Two of the three groups were unsuccessful, although interest was high. Reasons cited were lack of tools, which had to be supplied by the boys, and that the building could only be used while the half-time youth worker was present. The third group functioned satisfactorily. They had additional supervision from adult volunteers.

2. Junction City: The function of the Youth Worker in this demonstration area was the same as for South Eugene. This phase of the Program began in September, 1964, and continued until October, 1966. The post was filled by two different people in that time. The activities here included:

   a. Girls Service Club: This club was started to provide a focus of interest for girls who could not relate to Girl Scouts or the local 4-H club. It was geared to Junior High School youngsters. The girls engaged in learning social graces, taking week-end camping trips and participating in sports activities. Eventually, when the other advisors moved from town, the role of advisor passed to a local VISTA. The girls gained confidence and began relating to youth outside their immediate circle.

   b. Summer Recreation: A survey in the local high school established the need for playground and recreational activities during the summer. The Youth Worker organized the program, the Business and Professional Womens' Club supplied funds, and school supplied facilities from 9 o'clock to 12 o'clock for younger children while older children and adults used the facilities from 4:30 to 9:00 p.m.

      One hundred and fourteen youth and thirty-six adults were registered in the program. Thirty-eight had seldon or never participated in community activities.

   c. Basketball: Because youth engaged in the after-school program were interested in challenging other youth , four basketball teams were formed. During the season, 18 games were played. Forty-four youth and fourteen adults were involved. Officials were recruited from the schools' varsity teams.

   d. Softball: Participants in the after-school activity also got involved in competitive baseball. Several teams were formed involving forty-nine youth and twenty-two adults.

   e. Junction City Car Club: This program involved both youth and adults in the community. The advisor was a local mechanic, known and respected. The Club provided both a socialization and a learning experience for the boys. There was also an opportunity to develop rapport with the community through their car-wash activities, with a seat belt clinic, and in doing minor tune-ups for elder citizens. Over time, interest in the club waned, for it became impossible to find a building for the boys to work on cars. Some youth went into the Armed Services, some moved, while others lost interest in their cars.

f. Youth Advisory Jury: The advisory jury was selected and organized to help local judges with juvenile traffic offenders. On recommendation of the Junction City Youth Council, the jury was made up of one high school graduate under twenty-one years of age but still living in the community, one high school dropout, and one youth making average grades in high school. Eighteen different youth advised on twelve cases. Several points of contact among peers, adults, and authorities were established:

(1) The community knows of and accepts the members of the jury.
(2) Harmonious relationships developed between the members, the judge, and the ex-Chief of Police.
(3) Several youth observed and expressed an interest in serving on the jury.

g. Youth Employment Service: Objective 5 stipulates the Program was to help find employment for the disadvantaged youth. A Youth Employment Service Center was established where youth and employers could register. This center was staffed by adult volunteers. During the summer of 1965, forty-three jobs were found for the seventy registered youngsters. Several problems occurred during the course of the project:

(1) Many jobs were out of town--many youth did not have cars.
(2) Much of the public was unaware of the service due to inadequate publicity.
(3) There was a lack of suitable placement for girls.

3. Oakridge: In this community the Youth Worker and the Community Services Coordinator were the same person. The following are some of the programs carried out in this demonstration area:

a. Oakridge Youth Council: A hand-picked group of seemingly interested youth represented all socio-economic levels of the community. They decided that a youth council was not needed in their community.

b. Activity Nights: The youth in the Lane County Youth Project Education class approached the Youth Worker to determine what they could do during their leisure in the evenings. Permission to use the school gymnasium was granted. Soon other youth began participating, involving in- and out-of-school problem youth with non-problem youth as well. Participants in the evening activity ranged from 25 to 40 youth. This program expanded to a point where one of the elementary teachers requested the school be opened a second night, doubling the activity time.

c. Softball: The disadvantaged youth took readily to the softball program. The Youth Worker arranged for facilities and equipment. The boys played other local teams and became a team in the Men's Summer Softball League. They had the sponsorship of a local restaurant and played two evenings a week in the adult men's league. Of the seventeen youth who participated in this program, nine came from broken homes, eight were delinquent, two were drop-outs and one was listed as brain damaged.

d. Slot Car Racing: With the help of the Youth Worker and several technically qualified adults, the youth built themselves a slot-car track. From twenty-five to seventy youth participated weekly. The lack of space and the competition from commercial slot car operations drew the boys from their project, the construction of a new and larger track. Many hours of activity and fun were provided, however.

e. Other Recreation: Occasional parties were arranged by the Youth Worker as the interest of the youth dictated. Up to twelve youth at a time participated in these activities. These parties have involved some planning by youth in every instance.

One party in particular seems worthy of mention. Several members of the Project class appreached the Youth Worker with the idea of holding a suprise party for the Teacher-Counselor to acknowledge his forthcoming marriage and departure from the school system. Community resources were pooled allowing youth to raise enough money to finance the party. The group purchased a wedding gift (electric can opener), an individual gift for the Teacher-Counselor, and food. The Youth Worker assisted them in raising and spending this money.

Special activities involving groups of problem and potential problem youth have been presented periodically. These include trips to college athletic events, trips to Eugene for slot car racing, trips to other demonstration areas for athletic events, sledding, water skiing, and occasional target shooting. In other instances, individual recreational activities have been part of the process to engage, counsel, and/or stimulate interest and participation in group activities.

4. Some Program Illustrations: As was true in the Community Development program, it is useful to provide some detailed illustrations of the working method of the youth worker in order to communicate the nature of this kind of field work program:

a. An illustration of the nature of the engagement process:

The physical engagement of clientele for informal counseling has taken place in a number of different settings within the community. The following are a few of these settings:

(1) In the Community Service Office
(2) In the home
(3) In the "hangout"
(4) On the street
(5) At the Youth Worker's home
(6) On the telephone
(7) In letters
(8) On work projects
(9) During or after recreational activities
(10) At pre-arranged meetings
(11) In the Youth Worker's automobile
(12) Others

Many factors contribute to the eventual success or failure of disadvantaged youth and families in our society. A review of our whole social structure with a listing of those traits, attitudes, and habits which society feels are important is not warranted at this point. However, it is important to consider these social norms as the Youth Worker's role in informal counseling and assistance is further reported. As the Youth Worker has carried out his duties in the Oakridge demonstration area, informal counseling with disadvantaged youth and families has been a daily occurrence.

It has been determined that it is relatively simple to manipulate conversations around to individual problem areas if the youth or adult does not bring the subject up in the course of normal conversation. However, problem youth and their families do often seek advice, impressions, and ideas for constructive problem-solving on an infinite number of different problems. Perhaps the most frequently discussed problem or potential problem situations encountered by the Youth Worker which have required informal counseling have been:

(1) Parent problems and situations
(2) Work habits and attitudes
(3) Attitudes toward the law and law enforcement officials
(4) School problems and attitudes toward school
(5) Vocational aspirations
(6) Military Service
(7) Personal hygiene
(8) Drinking
(9) Driving habits and attitudes
(10) Pre-marital relations
(11) Marriage
(12) Alternatives to school

(13) Money management
(14) Grooming
(15) Recreational habits
(16) Religion
(17) Peer group relationships
(18) Vocational training opportunities
(19) Responsibilities to self, family, and community
(20) Sibling relationships
(21) Boy-girl relationships
(22) Former, current, and future problems with the law
(23) Employment
(24) Child rearing practices
(25) Others

The involvement of the Youth Worker in this informal counseling role can be better appreciated in light of the following rough figures which have been compiled from records kept from March, 1965 to August, 1966. It should be kept in mind that these figures include only those sessions held with individuals, groups, or parents which involved informal counseling and that they represent only three of the many locations in the community where this function was carried out.

(1)	The total number of individual sessions with boys or girls in the Community Service Office	230
(2)	The total number of group sessions involving two or more youth in the Community Service Office . .	126
(3)	The total number of sessions in homes, involving discussions with parents	285

It would be presumptuous to assume that observable changes in people can be attributed to any specific informal counseling session a person may have had with the Youth Worker. However, a significant number of the Youth Worker's clientele in the Oakridge area have displayed a willingness to improve their circumstances and the Youth Worker's influence on these individuals cannot be ruled out, although there are certain other factors to consider. Feedback from the clientele to the Youth Worker or others seems to substantiate this claim. The following represent some of that feedback:

(1) The Youth Worker was recently introduced to a former (since graduated) dropout-prone youth's friend with this statement, "I'd like you to meet the guy who made me stay in school to graduate."
(2) The Youth Worker was told by a widowed mother that, "My son would probably be in MacLaren boy's correctional insitution if you hadn't gotten to him"
(3) The Youth Worker was told, "You don't know it, but I was planning to run away before we talked that night."

A complete case history on every individual with whom the Youth Worker has been involved would be necessary if the Youth Worker's informal counseling role were to be completely evaluated. The impracticality of complete case reporting for this report can be easily seen. However, one such brief history may provide an example.

Early in 1965 the Youth Worker contacted a high school boy when it was learned he was planning to quit school. He was a junior in high school at that time. The boy had a minor juvenile record (stealing beer) and was failing in school. It was further determined that he was rapidly becoming alienated from pre-social community and school activities and had an extremely negative self-concept. After two sessions with the Youth Worker the boy agreed to "try" the Special Project class at the high school rather than quit school.

Once he became involved in this atmosphere of encouragement, noticeable changes began to take place. There was a vast improvement in his school attendance; his grades began to improve; he became a regular participant in out-of-school Youth Worker recreation programs; and his personnal hygiene improved. However, the most obvious change in the boy was in his self-concept, which underwent a complete reversal to the positive side.

The Teacher-Counselor then placed the boy on a work-study experience in a local market. The owner of the market (the Youth Worker's neighbor), though apprehensive at first, soon became favorably impressed with the boy's conscientious regard for his work and eventually offered him a summer job. Throughout the summer of 1965 the boy diligently worked in the local market. Almost daily he would stop by to talk to the Youth Worker and report on his progress and discuss his activities. These regular sessions involved discussions concerning a whole range of real, imagined, or potential problems. One very noticeable change that occurred during the summer months was the boy's divorce from his former dilinquent-prone peer group. When the school year resumed in the fall, the boy enrolled to complete his school year. He also remained on the work experience program. He opened a savings account and shortly afterward purchased an automobile. During his senior year he assumed a leadership role in many activities involving the Project class, both in and out of school. In the spring of 1966 the boy graduated from high school (the first in his family to do so) and was immediately offered a full time job at the market, which he accepted.

At the time this report is being prepared, the boy is still employed at the market and has recently been married.

He went to see the Youth Worker several times for advice before the wedding plans were carried out. It was hoped that he could be convinced of the necessity for a longer engagement, but this was not achieved.

Records show that during the 18 months the Youth Worker has known the boy there have been roughly 113 contacts between the two. The preponderance of these contacts and subsequent informal counseling sessions have been initiated by the youth. Since this relationship was established, the boy has made steady progress toward self sufficiency and secure employment. He has also managed to steer clear of any involvement with the law enforcement agencies.

In an effort to remain completely objective, it must be reported that not all youth respond to opportunities as well as the one cited above. Equal amounts of time have been spent with several other youth who repeatedly have made the first step up only to again step down. The informal counseling has continued and changed focus several times with these youth in hopes that one day they can be motivated to replace the step down with a second and third step up.

b. An illustration of a program "failure":

Gary "X" was a participant in the Oakridge Youth Worker Program in whom much pride was taken; he was thought to exemplify program success. A recalcitrant youth with a juvenile record who subsequently held a part-time job and improved in school performance, Gary "X" in a short span of time experienced what he may have perceived as rejection by the Youth Worker, rejection by a new girl friend, and unexpected personal problems. At this juncture a former companion in delinquency returned to Oakridge on a trial visit from a juvenile institution. In one weekend Gary "X" engaged in four acts of vandalism and burglary and set the stage for his own incarceration, much to the consternation and surprise of program staff, teachers, and townpeople. Excerpts from the Youth Worker's daily log tell the story eloquently:

September 6: Ran into Gary"X" at the Standard Station--Gary again put the bite on me for a dollar. I explained that after our last experience in this loaning business, I didn't think I was going to be able to loan him any more money and explained to him why and Gary said "Okay" but did not seem angry about it in any way to be aware that he's goofed and think he is aware now that he can't depend on me to borrow money from any more.

September 9: I was with Gary "X" -- he had called me from the J.S. to tell me that he had snapped a drive line on a car that (another boy) had borrowed and needed to push it back where it belonged so I did go in my pickup and provided this service for Gary. He was kind of shook up about the situation......

I quietly informed him that this was his problem--he knew better. Said he would wait for the fellow to come home...

September 10: "Mike S. was with her and this was a surprise as I didn't know he was to be home this weekend" (from detention). While at the restaurant this evening, I saw Gary "X" and Mike S. Gary told me he had purchased a car today and I told him I doubted this statement. He showed me a temporary registration .. he was with Mike at the time and I didn't think this was very good..didn't feel justified in pulling myself away so the two boys left together. I had asked him if he had a licensed driver with him this evening and he shrugged it off and said no, he didn't but he wouldn't get caught.

September 11: I was at the S. residence..one disconcerting bit of news.. Mike S. had come home sometime today pretty well soused...His mother thought Mike had been with the same boy he had been with the other night when they had been stopped on a license violation and this, of course, was Gary "X". That evening I had a long chat..with Mike.. told him that this thing of running around with people he had gotten in trouble with before was what the juvenile officer was afraid of in letting him come back to his own community but apparently there isn't anyone else for him to run around with and rather than be alone, he'll tend to go back to the same people that he's associated with before which is unhealthy.

September 13: Mr. S told me that an act of vandalism had been committed this weekend on the million gallon water-tank.. apparently a valve had been removed and destroyed.. a great deal of water had been lost. (Later, a police officer) was at the Project Office, told me that Gary "X" was in jail. He had been apprehended under the postmistress' bed and had been charged with breaking and entering and said they had several other things they thought he was connected with over the weekend.. (Later the Project Class teacher reported to the Youth Worker that his apartment had been burglarized of liquor.) I called the juvenile counselor.. he thinks all resources have been exhausted in the community for Gary.. as a last resort, the institution will probably be used. (The counselor) and I are both in kind of a quandary as to why this happened when he was, apparently, going along so well and perhaps it will never be resolved. Later, the Project class teacher was in; we too discussed what could have possibly set him off and we just aren't sure. The police chief called me to make sure I knew about Gary's misdeeds .. he informed me that the Jaycee Hall had also been broken into this past weekend... The Chief, too, is confused why this happened all of a sudden.. He couldn't come to any conclusions nor can any of the rest of us. (After a meeting, the teacher

> and the Youth Worker stayed at the H.S. talking with the principal for some time and talked about Gary "X".) The (principal) brought up one possible reason for setting Gary off and that was that he had dated one girl at the H.S. a couple of times that past week and sometime during the middle of the week the pressure from the other girls to stop associating with Gary had gotten very heavy--so heavy, in fact, that the girl had come to see (the principal) about it. She was new in town...in the end, she told Gary she wouldn't be able to see him anymore...I'm not exactly sure but it seems as though a similar thing happened just before the (burglary of a grocery) that he was involved in.
>
> September 14: I asked (another program boy) why Gary kept doing these kinds of things...Said he had been the same way... he had kept going until he pulled the (grocery store) job and they sent him to MacLaren and this caused him to wake up a little bit. This was a pretty good contact...He definitely has some theories of why kids reform and why they get into trouble.

D. Interdivisional Assistance:

The role of the Community Youth Worker in the area of interdivisional assistance has been an important one during the demonstration period. The fact that the Youth Worker has lived in the community, and usually had access to the disadvantaged clientele, has enabled the Project to bring its own resources to bear on the community in order to fulfill broad project objectives.

The Youth Worker's role in interdivisional assistance has been twofold. First, the Youth Worker has been able to assist problem youth by acquainting them with Project resources and helping them "get to" these resources (counseling, jobs, schools, training). Second, the Youth Worker has been able to assist other Project divisions to establish contact with these youth in the community who are eligible for certain Project-sponsored programs or who are needed for research data.

Assistance has been given to the following Lane County Youth Project divisions by the Youth Worker in the Oakridge demonstration area:

1. The Employment Training Division:

   a. ETC: During the first six months of 1965 the Community Youth Worker was active in his assistance to the Employment Training Center for the program being offered under the original grant. Eighteen out-of-school, unemployed youth between the ages of sixteen and twenty-one participated in that initial program from the Oakridge demonstration area. The Youth Worker assisted ETC in this effort in a number of ways including the following:
      (1) Locating eligible youth
      (2) Explaining what was being offered
      (3) Encouraging participation
      (4) Arranging rides to and from Eugene
      (5) Explaining the program to local groups
      (6) Providing occasional transportation to and from the center for intake purposes

   b. On The Job Training: Although numerous Oakridge youth expressed an interest in this program, only two actually participated. The Youth Worker assisted this program in the following ways:
      (1) Locating eligible youth
      (2) Arranging appointments for an OJT representative
      (3) Discussing OJT possibilities with local businessmen
      (4) Serving as liason between local participants, employers, and the Project

   c. Neighborhood Youth Corps: The Youth Worker's involvement and assistance in this Lane County Youth Project-sponsored program was much the same as that of the OJT program. Again, there were numerous interested individuals in the community, but strict eligibility requirements limited participation to two individuals.

2. The Educational Programs Division: Perhaps the greatest amount of the Youth Worker's interdivisional assistance was given to the Educational Programs Division by working cooperatively and very closely with the Teacher-Counselor at the local high school. This fine working relationship involved many hours in a multitude of activities which were designed to supplement the Teacher-Counselor's efforts in almost all areas of his program, and which involved not more than 15 teacher-nominated behavior problems and

potential school drop-outs. This assistance from the Youth Worker included such functions as:

a. Assisting with classroom discussion
b. Helping organize and conduct class recreation activities
c. Assisting on field trips
d. Substituting for the Teacher-Counselor
e. Following up on special school-connected problems demanding out-of-school attention
f. Recruiting recent dropouts or emerging potential dropouts for the Project class
g. Interpreting the activities of the special class to the community at large.

3. The Research Division: The interdivisional assistance which was rendered to the Project's Research division was minimal, but nevertheless necessary. It included the following:

a. Providing information on actual involvement in order to facilitate a reliable sample
b. Locating individuals to be interviewed
c. Arranging interviews for Research personnel

These divisions have been given assistance by the Youth Worker during the 20 months of program operation. Also there has been some minimal involvement with the Family Service Program as well as the Community Organization Action Program. However, the amount of time spent in the case of the latter two is insignificant. It is impossible to pinpoint the actual amount of time that has been spent on interdivisional assistance, but it has been substantial, particularly during the year 1965.

III. Evaluation of Community Development Program

A. Some Comments on Evaluation Design

Evaluation of the Community Development program of the Lane County Youth Project posed some problems that were not present in other components. In this instance, the program was aimed at the community as an aggregate unit, rather than merely to a certain number of individuals in the community. While the program did work through individuals, its goal was to bring about some changes in the overall community structure. The original proposal sketched out the view, for example, that significant educational changes require that residents in the community become concerned about educational issues, and involve themselves in the solution to such problems. A number of decisions had to be made in order to produce an evaluation design to measure the impact of the program on the structure of the community.

First, since we have taken the view that evaluation of program impact for this program, at least in part, must take into account changes (or lack of changes) in the overall community, a sample survey approach was used. We entered the communities by interviewing a random sample of adults in each community studied. Such an approach enables us to determine the extent to which the community as a whole has been affected by the program, rather than limiting the determination of program effect to a few individuals actually "reached" by community workers.

Second, it was assumed in the original proposal that one of the foci of community development consists of encouraging individuals from all socio-economic levels to participate in community decisions. The goal was to create "representative" decision-making structures. This raised the question of differential impact of the program on individuals of differing levels of socio-economic status. In order to take this question into account a survey sample is broken into three levels of economic status; lower, middle, and upper.

Third, the question of program impact requires that the time dimension be taken into account. We have elected to use a panel design, whereby observations were made in the communities prior to the onset of the program (in 1964), and these same individuals followed after the program was well under way (in 1966). The utilization of those same individuals at both Time I and Time II enables us to determine the way in which individuals have changed, so that "cross-over" effects can be examined. (An alternative design, where two independent samples were drawn at Time I and Time II, would establish some differences in the overall structure at those time periods, but it would not permit the examination of how individuals have been affected and changed over time.)

Fourth, as a way of obtaining some approximation of a "control" group, survey panels were drawn in the three quasi-control areas. It was planned originally that each demonstration community be paired with three control communities. The cutback in funds available for research required a reduction in the number of control communities so that each demonstration community is matched with but a single control community. This immediately raises the question of the comparability of the matching process.

Fifth, such analysis will reveal changes where none were thought to have occurred. Because of the differing effect which program exerted on persons of different social classes, an increasingly favorable attitude among one sub-group (or social class) may be offset by a decrease in favorable attitude among other sub-groups; while the total community appears to have changed not at all. The analysis will be, therefore, a more powerful analysis than would be possible with only percentage change.

The degree of change within each panel of demonstration and control areas, and for each item, is presented as average change in degree of approval/disapproval. For example, the numeric distance between "strongly agree" and "slightly agree" for a given item is arbitrarily set at 1.00 and a certain panel (or subset of it) might change, on the average, +.25 points (or -.25 or +1.30, etc.). In addition, the variance of response scores in comparing the two points in time (1964 and 1966) is presented. This statistical measure of dispersion summarizes the amount of movement, or change, within the total panel or segment of it. (It should be remembered that the responses of the same individuals are being compared.) A small change in average score can be misleading; if the variance is large, individual members of the panel have changed greatly but their changes have offset one another as they "crossed over." Contrarily, a considerable change in mean score and low dispersion (variance) plainly indicates a true change and it is such combinations of values which will be of most interest.

1. Oakridge-Mill City There is a somewhat different distribution of the social classes among the random samples of these two cities; Oakridge had a greater proportion of upper and middle class respondents, while nearly two-thirds in Mill City were lower class. Interest and participation in schools and local government were higher in Oakridge, but in no case did the difference exceed 11 percentage points.

Table 6-1. Comparison of Oakridge with Its Control City in Relevant Characteristics, 1964 (Reported in Percentages)

	Oakridge	Mill City
Socio-economic status[1]		
Upper class	23	16
Middle class	34	21
Lower class	41	63
Very interested in public school affairs	60	53
Very interested in local government affairs	33	24
Active participation in public school affairs	27	16
Active participation in local government affairs	16	07

[1] Hollingshead's seven-point scale; see Social Class and Mental Illness, 1958. Here and throughout this report, Hollingshead's classes 1, 2, and 3 are tabled as "upper," 4 and 5 as "middle," and 6 or 7 as "lower." Some respondents in each community could not be classified and are not reported. These difficulties appeared not to be due to instrument failure or interviewing techniques but rather to present inadequacies of all social class measures. For instance, the residents of the farming community of Junction City proved the most difficult to classify in this system because of the wide range of persons who are "farmers." The occupational ranks of Oakridge are well-defined and readily categorized.

2. Junction City-Stayton These two cities were alike in having a one-third proportion of upper class respondents; there were slightly more respondents of middle class in Junction City and of lower class in Stayton. Interest and participation in schools and local government were nearly equal, never differing by more than six per cent.

Table 6-2. Comparison of Junction City with Its Control City in Relevant Characteristics, 1964 (Reported in Percentages)

	Junction City	Stayton
Socio-economic status		
Upper class	33	34
Middle class	30	20
Lower class	37	45
Very interested in public school affairs	52	51
Very interested in local government affairs	34	30
Active participation in public school affairs	16	10
Active participation in local government affairs	17	13

3. South Eugene-South Salem The distribution of social classes in the areas of these larger cities was very similar; this is most probably because of the similar ecological relationship played by their sub-areas within the total cities. South Eugene far exceeded South Salem in interest in local government affairs, while South Salem reversed the trend seen in the other two demonstration-control comparisons by participating more in local government than did South Eugene. This also is probably the effect of events in the larger, total cities differentially impinging upon these sub-areas.

Table 6-3. Comparison of South Eugene with Its Control City in Relevant Characteristics, 1964 (Reported in Percentages)

	South Eugene	South Salem
Socio-economic status		
Upper class	49	46
Middle class	30	31
Lower class	22	23
Very interested in public school affairs	57	56
Very interested in local government affairs	42	29
Active participation in public school affairs	14	08
Active participation in local government affairs	14	22

4. Summary The control communities were selected primarily for their similarity of ecological structure and economic function with the demonstration area. While some differences occur in the socio-economic and participational dimensions between some of the matched communities, these differences should not pose too great a problem for the design of the evaluation. Differences in social class composition can be taken into account by examining changes that take place within the three levels of class in each community. Initial differences in attitudes or participation in local government can be taken into account, at least in part, by examining the amount of change that takes place over time. We might feel less confident about these, or any other control procedures, if the communities did not appear to be essentially similar in structure and organization.

3.

B. Analysis of Program Impact-Oakridge

1. Impact of program on working class group. The changes that have occurred among the lower social class group in Oakridge are as dramatic as any observed. (See Table 6-4) The overall pattern of change, as evidenced in the summary change measures (see Table 6-7), shows consistent changes in both the school and city government domains for the working class residents in Oakridge.

In the school area, it is interesting to note the specific items involving change and stability. Consistently, items involving "approval" of educational programming show positive change over time. Further, these respondents indicate an increased probability on the post-test measure of discussing school issues with family, friends, and with school officials, but not with teachers. Of direct interest to the goals of community development, however, is the fact that these positive changes in school matters have not been accompanied by more active participation in school affairs.

The city government domain shows an overwhelming positive pattern of change for the working class group in Oakridge. The evidence indicates that this group has become more interested in local government, they are more likely to discuss government issues with family, friends, leaders, and officials, and they are more likely on the post-test measure to register "approval" of city and government issues (such as providing higher taxes for better services).

2. Change in middle-class group. There are both similarities and differences in the middle-class group compared with the working-class group in Oakridge. On the other hand, in the city government area the

Table 6-4. Lower Class of Oakridge Compared with Mill City, as Average Change and Dispersion of Response to School and Government Items

	OAKRIDGE		MILL CITY	
	Average Change	Dispersion	Average Change	Dispersion
School items				
Very interested in public schools	-.04	.60	-.03	.69
Often discuss schools with family	+.15	.37	-.06	.72
Often discuss schools with friends	+.38	.80	-.15	.55
Often discuss schools with teachers	.00	.72	+.23	.54
Often discuss schools with school officials	+.15	.37	-.06	.48
Have taken active part past 2-3 years	-.08	.15	+.03	.15
Have attended meetings about schools	-.04	.51	-.15	.31
Approve more money for special education	+.20	1.08	+.15	1.82
Approve new teaching techniques	+.12	.69	+.06	3.02
Approve youth and family counseling	+.16	1.30	-.09	1.65
Government items				
Very interested in local government	+.28	.91	-.12	.83
Often discuss government with family	+.12	.82	+.20	.95
Often discuss government with friends	+.38	1.04	+.06	.72
Often discuss government with civic leaders	+.27	.76	-.12	.71
Often discuss government with city officials	+.24	.44	-.12	.47
Have taken active part past 2-3 years	+.12	.26	-.03	.02
Have attended meetings about government	-.08	.15	-.03	.15
Approve higher taxes for better services	+.44	1.34	-.32	.64
Approve city manager form of government	+.12	2.27	-.50	4.74
Approve public housing	+.04	2.20	-.68	2.77

general pattern of positive change holds for the middle class as it did for the working class group. In general, this is indicated by increased discussion about, and participation in, city affairs. This group also showed an increased willingness to support improved services through taxes, but did not show the general pattern of approval in the area of public housing and city manager form of government. (See Table 6-5)

In the school area, the pattern of change is opposite that of the working class group. The middle class group shows a general pattern of decline in interest, discussion, and active participation in school affairs. It is interesting to observe that while the group as a whole indicates increased support for special education, there is a decreased willingness to approve new teaching techniques or youth and family counseling. These latter two observations hint (and only hint) at the possibility of a negative reaction as a result of the emphasis placed on the Youth Project class and the efforts of the youth worker, since this program by and large was not oriented toward a middle class clientele. It may be that the middle class group is viewing education as a zero-sum game, were services and resources which are made available to the poor and alienated are viewed as coming at the expense of the affluent and integrated.

3. Change in the upper-class group. The consistent patterns observed in the other two groups break down somewhat when we examine the upper class group in Oakridge. In the city government area, the pattern of increased discussion of city government shows in this group as it has in the other two. Furthermore, this group, as was true before,

Table 6-5. Middle Class of Oakridge Compared with Mill City, as Average Change and Dispersion of Response to School and Government Items

	OAKRIDGE		MILL CITY	
School items	Average Change	Dispersion	Average Change	Dispersion
Very interested in public schools	-.10	.69	.00	.72
Often discuss schools with family	-.24	.59	+.08	1.17
Often discuss schools with friends	-.10	.59	+.08	1.17
Often discuss schools with teachers	-.24	.39	-.08	.44
Often discuss school with school officials	-.24	.49	-.50	.81
Have taken active part past2-3 years	-.29	.31	.00	.36
Have attended meetings about schools	-.05	.14	-.33	.60
Approve more money for special education	+.33	.73	+.42	1.90
Approve new teaching techniques	-.29	1.01	-.08	3.71
Approve youth and family counseling	-.10	1.29	+.50	2.09
Government items				
Very interested in local government	-.10	1.15	-.42	.99
Often discuss government with family	+.19	.66	-.50	.45
Often discuss government with friends	+.43	.75	-.08	1.53
Often discuss government with civic leaders	+.57	.85	+.33	.60
Often discuss government with city officials	+.43	.75	+.17	.69
Have taken active part past 2-3 years	+.14	.32	-.17	.15
Have attended meetings about government	+.05	.24	-.08	.26
Approve higher taxes for better services	+.38	2.84	-.08	1.35
Approve city manager form of government	-.43	3.75	-.17	3.60
Approve public housing	.00	3.40	+.17	2.87

indicates increased willingness to increase taxes for better city services. It is also true, however, that among this group interest and active participation in city government appeared to decline or remain stable during the time period of this Project.

There does not emerge on easily interpretable pattern of change in the school domain among the upper class group. Perhaps the important conclusion is, that the program has not brought about any significant and consistent pattern of increased involvement and support for educational services. While the group appears to have increased somewhat their discussion of school affairs with teachers and officials, this is balanced by an apparent decline in interest in school matters and in approval of special education and new teaching techniques. (See Table 6-6)

4. - Summary of Possible Program Effects in Oakridge. These data suggest that the following effects may have been created by the program in Oakridge:

a) An increase in the concern and involvement of working class residents in city and school matters

b) An increase in concern and some involvement in city affairs which appeared to cut across class lines

c) An increased willingness to support better city services through taxes that occurred at every class level

d) A pattern of negative response to educational programs that appears to characterize the middle class group

e) Despite other patterns of increased support and in discussion of school affairs, in no class group did actual participation in school affairs increase over the two-year period. Any program effect in educational matter was somewhat indirect and did not come about through direct participation in a formalized school program.

Table 6-6. Upper Class of Oakridge Compared with Mill City, as Average Change and Dispersion of Response to School and Government Items

	OAKRIDGE		MILL CITY	
School items	Average Change	Dispersion	Average Change	Dispersion
Very interested in public schools	-.20	.60	.00	.25
Often discuss schools with family	.00	.14	.00	.75
Often discuss schools with friends	-.07	.20	+.33	.25
Often discuss schools with teachers	+.13	.40	+.33	.25
Often discuss schools with school officials	+.20	.60	.00	.50
Have taken an active part past 2-3 years	-.13	.26	.00	.50
Have attended meetings about schools	.00	.14	+.11	.11
Approve more money for special education	-.13	1.40	+.22	.19
Approve new teaching techniques	-.40	.68	+.11	2.11
Approve youth and family counseling	+.13	.40	+.67	.50
Government items				
Very interested in local government	-.13	.23	+.22	.94
Often discuss government with family	+.33	.80	.00	1.25
Often discuss government with friends	+.20	.88	+.22	.69
Often discuss government with civic leaders	+.33	.66	+.11	.86
Often discuss government with city officials	+.46	.98	-.33	.75
Have taken active part past 2-3 years	.00	.14	+.22	.19
Have attended meetings about government	+.07	.35	+.44	.77
Approve higher taxes for better services	+.33	.66	-.44	.77
Approve city manager form of government	-1.06	2.49	-.89	1.61
Approve public housing	-.60	3.68	-.44	2.52

Table 6-7. Total Average Change Values for School and Government Items Between Lower, Middle, and Upper Classes in Oakridge and Mill City

	OAKRIDGE	MILL CITY
Lower Class-School	+1.00	-0.07[1]
Middle Class-School	+1.32	+0.09[1]
Upper Class-School	-0.47	+1.77
Lower Class-Government	+1.93	-1.66
Middle Class-Government	+1.66	-0.83
Upper Class-Government	-0.07[1]	-0.89

[1] These values fall below the definite change cutting point of ± .25.

C. Analysis of Program Impact--Junction City

1. Change in working class group. The direct pattern of changes that characterize the Oakridge community dees not emerge as directly in the Junction City data. There appears some tendency for the working class group in Junction City to discuss both school and city matters more often at the end of the program, since increases (sometimes very slight) are shown in all eight variables in the discussion domain. At the same time, there exists no consistent pattern of increase in actual involvement or in interest or approval in either the school or governmental areas in this group in the Junction City demonstration area. (See Table 6-8)

2. Change in middle class group. Clean patterns of change do not appear in the middle class group in Junction City, so that the data have to be interpreted more in light of what did not happen, rather than what did. There is no evidence of interwoven increased interest, involvement,

Table 6-8. Lower Class of Junction City Compared with Stayton, As Average Change and Dispersion of Response to School and Government Items

	JUNCTION CITY		STAYTON	
School items	Average Change	Dispersion	Average Change	Dispersion
Very interested in public schools	-.06	.76	.00	.78
Often discuss schools with family	+.17	1.22	-.14	.98
Often discuss schools with friends	+.22	.92	-.10	1.09
Often discuss schools with teachers	+.14	.69	+.14	.33
Often discuss schools with school officials	+.11	.50	+.07	.13
Have taken active part past 2-3 years	+.08	.07	+.03	.03
Have attended meetings about schools	-.11	.33	.00	.14
Approve more money for special education	-.31	1.45	+.34	1.30
Approve new teaching techniques	-.54	2.96	+.07	1.35
Approve youth and family counseling	-.03	1.73	-.27	1.56
Government items				
Very interested in local government	-.09	1.08	-.48	1.47
Often discuss government with family	+.03	.77	+.28	.99
Often discuss government with friends	+.17	.65	+.17	.93
Often discuss government with civic leaders	+.08	.42	.00	.35
Often discuss government with city officials	+.11	.21	+.03	.32
Have taken active part past 2-3 years	.00	.22	+.07	.13
Have attended meetings about government	-.06	.11	+.07	.13
Approve higher taxes for better services	+.03	2.20	-.24	2.04
Approve city manager form of government	-.49	2.49	-.93	3.28
Approve public housing	+.20	2.69	1.31	3.43

and approval of school or governmental issues. The middle class group certainly is not more likely to participate in either school or government affairs after the program was implemented. Approval in five of the six school and city issue matters showed net decreases over the Project period. Discussion of school and government issues with family and friends showed a relatively strong pattern of decline in this two-year period. (See Table 6-9)

3. Change in the upper-class group. The lack of patterned change observed in the middle-class group in Junction City applies to the upper-class group as well. There has been no increase in interest, involvement, or approval of either school or city issues. The closest approximation of a consistent patterning is the decline in four of the six items in the school-government "approval" area. (See Table 6-10)

4. Summary of possible program effects in Junction City. These data suggest the following conclusions regarding program effects in Junction City:

a) By and large, it does not appear that there has occurred a process which has served to generate strong community interest, involvement, and approval of the governmental and school issues viewed as important to the Lane County Youth Project. To be specific, there was across class lines no increase in interest, or in actual participation in either school or governmental affairs.

b) The one slight indication of possible program effect was the pattern of increased discussion of school and government issues with family, friends, and officials that emerged in the working-class. However slight this trend, it may be indicative of the initiation of an important process of community change which may take place in the future of this demonstration area.

(See Table 6-11)

Table 6-9. Middle Class of Junction City Compared with Stayton, As Average Change and Dispersion of Response to School and Government Items

	JUNCTION CITY		STAYTON	
School items	Average Change	Dispersion	Average Change	Dispersion
Very interested in public schools	+.07	.58	-.07	.41
Often discuss schools with family	-.50	.74	+.46	.76
Often discuss schools with friends	-.37	.51	+.85	.80
Often discuss schools with teachers	+.10	.64	+.38	.42
Often discuss schools with school officials	+.03	.37	+.46	.60
Have taken active part past 2-3 years	-.03	.17	.00	.16
Have attended meetings about schools	-.17	.21	-.07	.41
Approve more money for special education	-.43	1.43	.00	1.66
Approve new teaching techniques	-.36	1.86	-.23	2.02
Approve youth and family counseling	-.29	1.47	+.23	2.02
Government items				
Very interested in local government	-.21	1.13	-.15	1.97
Often discuss government with family	-.27	.54	-.07	.57
Often discuss government with friends	-.17	.48	+.23	.35
Often discuss government with civic leaders	+.07	.27	+.07	.24
Often discuss government with city officials	+.21	.47	-.07	.41
Have taken active part past 2-3 years	-.07	.13	.00	.16
Have attended meetings about government	.00	.06	+.15	.15
Approve higher taxes for better services	-.04	1.44	.00	1.16
Approve city manager form of government	-.25	3.30	-.77	2.52
Approve public housing	+.14	2.12	-.46	3.43

Table 6-10. Upper Class of Junction City Compared with Stayton, As Average Change and Dispersion of Response to School and Government Items

	JUNCTION CITY		STAYTON	
School items	Average Change	Dispersion	Average Change	Dispersion
Very interested in public schools	.00	.13	-.09	.75
Often discuss schools with family	.00	.53	-.09	.65
Often discuss schools with friends	+.06	.66	+.05	.80
Often discuss schools with teachers	-.03	.76	-.09	.94
Often discuss schools with school officials	+.10	.69	-.05	.61
Have taken active part past 2-3 years	.00	.26	-.05	.23
Have attended meetings about schools	+.03	.16	-.05	.52
Approve more money for special education	-.26	1.59	+.45	1.02
Approve new teaching techniques	-.97	2.16	+.05	1.18
Approve youth and family counseling	+.10	1.02	-.18	2.25
Government items				
Very interested in local government	-.13	.71	-.13	.59
Often discuss government with family	.00	.66	+.05	.99
Often discuss government with friends	.00	.73	+.23	.85
Often discuss government with civic leaders	-.03	1.03	-.23	.94
Often discuss government with city officials	-.23	.84	-.18	.82
Have taken active part past 2-3 years	-.06	.19	.00	.38
Have attended meetings about government	.00	.20	-.05	.23
Approve higher taxes for better services	-.26	1.73	+.09	2.56
Approve city manager form of government	-.16	1.80	-.73	4.20
Approve public housing	+.13	2.98	-.50	2.54

Table 6-11. Total Average Change Values for School and Government Items Between Lower, Middle, and Upper Classes in Junction City and Stayton

	JUNCTION CITY	STAYTON
Lower Class-School	-0.33	+0.14[1]
Middle Class-School	-1.95	+2.01[1]
Upper Class-School	-0.97	-0.05[1]
Lower Class-Government	-0.02[1]	-1.34
Middle Class-Government	-0.59	-1.07
Upper Class-Government	-0.74	-1.45

[1] These values fall below the definite change cutting point of ± .25.

D. Analysis of Program Impact--South Eugene

Patterns of consistent change are not apparent in any of the social class groupings in the South Eugene area. The absence of meaningful patterns renders useless any attempt to describe the class groups separately; rather, the following conclusions seem to hold:

a) There has not been any significant increase in either interest or involvement in school issues during the course of this program in any of the social class groupings.

b) There is no consistent pattern of increased approval of school-related issues, since across class lines two-thirds of the items show net decreases over time in item approval.

c) It does not appear that the program has materially improved the bargaining position of the working class group regarding school or municipal affairs.

d) The data would support the conclusion of some of the program staff that community development was difficult to achieve in an area like South Eugene which lacks a definition as a community in the mind's eyes of its residents. Impressionistic data suggest that these residents do not see themselves as residing within a "South Eugene" community. The absence of such a definition makes it difficult indeed for a program to mobilize residents around community issues. It does appear that, for whatever reason, an overall pattern of increased interest, involvement, and approval of school or government issues is absent in the South Eugene demonstration area. (See Tables 6-12, 13, 14, and 15)

Table 6-12. Lower Class of South Eugene Compared with South Salem, As Average Change and Dispersion of Response to School and Government Items

	SOUTH EUGENE		SOUTH SALEM	
	Average Change	Dispersion	Average Change	Dispersion
School items				
Very interested in public schools	.00	.40	+.04	.49
Often discuss schools with family	+.06	.32	-.09	.44
Often discuss schools with friends	-.06	.19	+.13	.30
Often discuss schools with teachers	+.19	.42	-.04	.40
Often discuss schools with school officials	-.06	.19	+.13	.39
Have taken active part past 2-3 years	.00	.00	+.04	.13
Have attended meetings about schools	-.13	.25	-.04	.22
Approve more money for special education	-.38	2.38	+.09	1.81
Approve new teaching techniques	+.25	2.60	+.13	2.11
Approve youth and family counseling	-.13	.91	+.17	1.15
Government items				
Very interested in local government	+.06	.46	+.26	1.20
Often discuss government with family	-.31	.62	-.09	.44
Often discuss government with friends	+.06	.32	-.13	.30
Often discuss government with civic leaders	+.31	.49	-.17	.60
Often discuss government with city officials	.00	.40	.00	.54
Have taken active part past 2-3 years	+.06	.46	-.04	.13
Have attended meetings about government	+.06	.46	-.04	.13
Approve higher taxes for better services	+.13	.91	+.22	2.35
Approve city manager form of government	-.25	.73	+.26	1.11
Approve public housing	-.06	.72	+.39	2.70

Table 6-13. Middle Class of South Eugene Compared with South Salem, As Average Change and Dispersion of Response to School and Government Items

	SOUTH EUGENE		SOUTH SALEM	
School items	Average Change	Dispersion	Average Change	Dispersion
Very interested in public schools	-.14	.96	-.03	.69
Often discuss schools with family	.00	.66	+.23	.64
Often discuss schools with friends	-.05	.52	+.16	.33
Often discuss schools with teachers	+.14	.69	+.10	.55
Often discuss schools with school officials	-.05	.33	+.16	.27
Have taken active part past 2-3 years	.00	.09	-.03	.09
Have attended meetings about schools	+.05	.23	-.10	.22
Approve more money for special education	+.14	.79	+.03	1.59
Approve new teaching techniques	-.32	2.51	-.18	.71
Approve youth and family counseling	-.14	2.21	+.06	.80
Government items				
Very interested in local government	+.14	.31	+.16	.47
Often discuss government with family	-.05	.33	.00	.46
Often discuss government with friends	.00	.38	-.16	.60
Often discuss government with civic leaders	+.05	.33	-.10	.35
Often discuss government with city officials	.00	.57	.00	.26
Have taken active part past 2-3 years	-.05	.14	-.03	.36
Have attended meetings about government	+.05	.14	+.06	.19
Approve higher taxes for better services	-.36	1.38	.00	.93
Approve city manager form of government	+.68	.79	-.27	1.14
Approve public housing	+.41	1.20	+.30	.90

Table 6-14. Upper Class of South Eugene Compared with South Salem, As Average Change and Dispersion of Response to School and Government Items.

	SOUTH EUGENE		SOUTH SALEM	
School items	Average Change	Dispersion	Average Change	Dispersion
Very interested in public schools	-.28	.43	-.04	.45
Often discuss schools with family	-.03	.48	+.07	.60
Often discuss schools with friends	-.11	.38	-.04	.67
Often discuss schools with teachers	+.06	.51	-.08	.35
Often discuss schools with school officials	-.03	.31	+.07	.65
Have taken active part past 2-3 years	-.11	.15	-.02	.11
Have attended meetings about schools	.00	.11	+.09	.31
Approve more money for special education	-.11	1.01	-.18	1.42
Approve new teaching techniques	-.25	1.96	-.13	.98
Approve youth and family counseling	+.14	1.49	+.04	.77
Government items				
Very interested in local government	.00	.45	+.29	.48
Often discuss government with family	-.03	.59	+.07	.47
Often discuss government with friends	-.11	,55	+.13	.66
Often discuss government with civic leaders	+.11	.44	+.11	.64
Often discuss government with city officials	.00	.22	+.04	.67
Have taken active part past 2-3 years	+.06	.22	.00	.22
Have attended meetings about government	+.03	.19	+.20	.25
Approve higher taxes for better services	+.08	1.05	-.15	1.22
Approve city manager form of government	+.02	1.11	+.06	1.10
Approve public housing	-.25	1.45	+.11	1.60

Table 6-15. Total Average Change Values for School and Government Items Between Lower, Middle, and Upper Classes in South Eugene and South Salem

	SOUTH EUGENE	SOUTH SALEM
Lower Class-School	-0.26	+0.56
Middle Class-School	-0.37	+0.40
Upper Class-School	-0.72	-0.22[1]
Lower Class-Government	+0.06[1]	+0.66
Middle Class-Government	+0.87	-0.04[1]
Upper Class-Government	-0.09[1]	+0.86

1 These values fall below the definite change cutting point of ± .25.

E. Some Qualitative Efforts

These data, then, suggest the existence of program effects in Oakridge, some minimal effects among the working class residents in Junction City, and little or no consistent effects in the South Eugene area. These data, of course do not tell the total story of the community development efforts. Many of the changes brought about were in areas not specifically affecting schools or city government, and often a population was dealt with which would preclude the observation of program effect through a random sample of adults. Some illustration of these program effects in each of the demonstration areas can serve to make the point:

1. In order to bring about the development of "awareness, concern, and support of community action programs," both Junction City and Eugene developed active civic action committees. The Eugene Community Planning Committee was a re-activated committee which had earlier been appointed by the Mayor of Eugene. This group played an active role in supporting the Eugene Community Center bond issue, which was passed May, 1966.

2. The attempt to bring about greater integration of youth was reflected in the Youth Councils established in Junction City and Eugene. In Eugene, Council youth and volunteers spent four Sundays cleaning the 16-acre Pioneer Cemetery which borders the University of Oregon campus. As direct result of this effort, the long-neglected and previously unkempt cemetery is now mowed and cleaned regularly by the community. The Junction City Youth Council formed, among other groups, a Youth Advisory Jury. As of October, 1966 18 young persons had been heard on 12 traffic cases, and all decisions had been upheld. Another group, the Youth Employment Service, found jobs of various types for 70 young people during the summer of 1965.

3. An illustration of the achievement of economic development goals were observed in Oakridge regarding the annexation issue. A 15-year controversy regarding annexing the adjacent community of Willamette City was constructively organized into community acceptance by the Community Service Coordinator. The Mayor of Oakridge initiated contact with the Coordinator in August, 1965, and through active processes of community involvement and development, by October, 1966 the Willamette City area had voted affirmatively on the annexation issue.

4. The goal of assisting in "improving of vocational and employment opportunities for disadvantaged youth" has been partially achieved through the implementation of group work projects which have been institutionalized in Oakridge. In this community, the school has taken over responsibility for continuing the work-study program in cooperation with local businesses.

5. When influential and active spokesman for Community Development programs are working within a community, the acceptance of these programs is increased. In the case of the Community School Program, two Project divisions--Educational Programs and Community Development--had staff members interested in this after-school recreational program allowing youth to use the school's gym and facilities. Their enthusiastic reactions motivated acceptance of this program in Junction City. In addition, both Oakridge and South Eugene have adopted the Community School Concept as a result of their contacts with Project personnel. These two areas have secured support funds under Title I (Elementary and Secondary Education Act), while Project help provides financial assistance in Junction City.

6. Of the three demonstration areas, residents of Junction City were perhaps most aroused by the closing of the Community Development office, although Oakridge exhibited similar strong feelings. However, Junction City acted to create financial means to hire a man to continue Community Development Programs in their area. He is the local replacement for the Community Service Coordinator.

These kinds of effects are illustrative of the various kinds of impact a program of community development can have on a community. It is important to note, then, that the community survey design represents only part of the evaluation of the community development program, and that much of the "effect" of this, or any other, community development effort will be gauged one, two, and five years (or more) after the program itself has terminated.

D. Community Youth Worker Program Evaluation

1. Introduction. Problems of the younger segment of the population in the demonstration areas have, of course, been a prime target of Project concern. Efforts to change the adult community through community development were directed largely at the ultimate amelioration of youth problems. To bring about a direct impact on the younger element of the population, the Project's Community Development program included a youth component. On a general level the increasing isolation of the alienated sub-culture of youth was recognized, and attempts were made to deal with this phenomenon as a causal factor in delinquency and adolescent misbehavior.

The youth program was implemented by a Community Youth Worker in each area. Incumbents were chosen for their interest and ability in youth activities such as athletics, and a general demeanor which would enable them to intercede successfully in relevant adult organizations such as the juvenile department, and local schools and their staffs. The original proposal specified "informal and flexible...intervention with the peer culture" as *modus operandi*, plus efforts to "develop and organize a base of community support for and concern with youth problems..." This prescription came close to requiring the Youth Worker to be "all things to all men"; the reports indicate that their efforts sometimes approximated that, simply in the multiplicity of individual problems attacked. Most of youths' problems revolved about an atmosphere of *ennui* and disaffection with the adult world.

2. The Psychology of Demonstration Area Youth. In 1964 a survey of adolescent youth in the demonstration areas was conducted by means of

a questionnaire administered in local junior and senior high schools. It provided the basis for a description of the attitudes of these youth in the demonstration cities. (Only the responses of high school boys are discussed here.)

A widespread feeling was that "things to do" were lacking in their home town. The students also felt that "the high school ought to do a lot more about training young people for jobs." About one-third in Oakridge and Junction City and one-fourth in South Eugene found school to be "dull and boring." More than half in Oakridge (one-third in the other two) agreed that "a few kids run things in this school." It is not surprising, then, that slightly more boys in Oakridge had some doubt about finishing high school.

It appears possible that somewhat more Oakridge boys were looking toward "escape" from their community. In Oakridge slightly more boys agreed that they were not getting along too well with fellow students and that theirs was "not a good community for young people to grow up in." Fewer Oakridge adolescents rated their community "excellent" or "good" with regard to chances for economic advancement.

It was Junction City adolescent males who were least decided about their future work. When presented with the statement "I don't have any idea about what kind of work I would like to do when I finish high school," three-fourths in Junction City agreed, as compared to one-half in Eugene and one-third in Oakridge. This is difficult to interpret; perhaps visible role models are more abundant and/or more accepted in Oakridge. On the other hand, achievement motivation may be higher in Junction City, though this can only be conjectured. The data do not throw any light on the practicality of future work plans.

Interpretation of the adult world was similar in all cities; well over half of these males agreed that "adults sort of look down on us," and a large number agreed that "adults don't understand any of the real problems" of adolescence today. Still, two-thirds in each community fear their parents' disapproval, while the greatest number who fear their best friends' disapproval are in South Eugene, indicating a stronger relationship to peers there than in the other two cities.

3. Design Development

a) Problems of the Research Design: A general problem of conducting research in a program such as this lies in the same informality which is a program necessity. In order for the Youth Worker to intercede in the youth sub-culture, the confidence of adolescents in him as a person was necessary; to gain rapport, innumerable "cokes" and "coffees" were provided and consumed, and untold "taxi rides" given. Adequate reporting of such events is extremely difficult to obtain. Within the scarce resources available for research on this Project, close recording was virtually impossible.

Further, the operationalizing of the Youth Worker role was, again by necessity, bereft of any formalities--youth were not "enrolled" in program, they did not "apply" for its benefits. Instead, it was usually the case that a casual acquaintance gradually grew into a kind of camaraderie.

Because of these operating factors, it is not possible, for instance, to tally precisely the frequency of contacts with each individual; an approximation made by the Youth Workers was used to categorize participants as "seldon, often, or frequently" contacted. Similarly there is no known data for a given individual's entry into program. These and other instances of a lack of precise and comprehensive information impose severe restrictions on the research design and analysis, though the practical reasons for this are evident and understandable.

b) The Matched Groups Design: The procedure used is that of "matching" participants with non-participants on relevant characteristics and observing both populations for changes over time. The rationale is generally the same as that used in comparing demonstration areas with control areas as was done in the preceding section, except that individual adolescents of comparable characteristics are paired, rather than entire communities.

The individuals referred to here as program participants are those listed by the Youth Workers. More than one individual filled the role of the Community Youth Worker in two of the demonstration areas. In order to identify a population of youth by name in each community, the following dates and procedures were used: for Junction City and Oakridge, the current Youth Worker was asked to assemble a list of youth contacted from June 1965 to May 1966 and to indicate the frequency with which each was contacted. This was necessary because the incumbent Youth Worker in Junction City had started work in June 1965 and, while the Youth Worker in Oakridge had been there since the inception of program, it was useful to confine his list of contacts to the same period for reasons of comparability. Junction City submitted 215 names, Oakridge 115.

A different situation existed in South Eugene. Several persons had performed the Youth Worker function during the program period and previous workers were no olonger in the area. Comprehensive records were not available because of the interpersonal nature of the contacts. For these reasons, the current Youth Worker in South Eugene was asked to identify those youth he was presently working with, along with frequency of contact. That time period was from April to July of 1966 and the names total 109.

The control groups are non-participating adolescents of the demonstration cities in one comparison but are adolescents residing in Marion County control areas in another comparison. That is, for purposes of comparing school achievement, it seemed best to use a matched group from the same local school system; for purposes of comparing delinquency rates, a matched group geographically distinct from but of similar social milieus was preferable.

In matching individuals for school records, years of age and socio-economic status of family were used. In matching for delinquency records, the same two factors plus previous delinquency records of each individual (record or no record during or previous to 1965) were used. (School grades and per cent delinquent for the program and control population are shown in Table 6-16).

Table 6-16. Delinquency Records and School Grades, Program, and Groups Compared

		Grade Point Average Spring 1964	Per Cent Delinquent During or Prior to 1965
Oakridge	Program	1.95	06.9
	Control*	2.09	06.9
Junction City	Program	2.26	02.5
	Control*	2.54	02.5
South Eugene	Program	1.63	14.3
	Control*	2.64	14.3

* "Control" means a matched group from the same school system where Grade Point Averages are shown but another group of boys, residing in Marion County, where delinquency rates are concerned.

To accomplish the matching, alphabetical or numercial listings of control area populations were assembled; of all individuals on an appropriate list who matched a given program participant in the selected characteristics, one was chosen randomly for inclusion in the control population.

E. Analysis of Program Effect

1. Delinquency

a) Community Delinquency Rates. One of the first ways of estimating the effect of the program of community development is to examine the rates of referrals to the juvenile court over the time period of the Lane County Youth Project. There is some indication of program effect in these findings, at least in Junction City and Oakridge. The referral rate in Lane County as a whole between 1963 (before the program was initiated) and 1965. In Oakridge and Junction City, the referral rates have declined in 1964 and 1965 indicating the possibility that the Project has brought about some reduction in delinquency in these communities. The Eugene referral rate (which includes more than the South Eugene demonstration area) has risen at a level comparable for the County as a whole. (See Table 6-17)

These data, of course, merely provide the starting point of analysis. Any number of factors may have created a "surius" lowering, or raising, of delinquency rates, such as changing police or court policies. Furthermore, these data are for the community as a whole, and we do not yet have the link with the specific youth development program. That is, these "effects" (if they are effects), might have been brought about by any one of the LCYP programs.

Table 6-17. Delinquency rates based on Referrals from all Sources and Referrals by Local Police, per 100 School-age Residents of Demonstration Areas and for Entire County, 1963-65.*

	1963		1964		1965	
	Referrals from all Sources	Referred by local Police	Referrals from all Sources	Referred by local Police	Referrals from all Sources	Referred by local Police
Oakridge	4.1	0.8	3.4	1.7	3.1	0.4
Junction City	2.6	1.1	2.0	0.6	2.0	0.4
Eugene	4.2	3.1	4.2	3.9	5.1	4.1
Lane County	2.7	**	2.8	**	3.3	**

* (Adapted from 1965 annual report of Lane County Juvenile Court.)
** Not available

b) Delinquency Among Program Participants. When we examine data for program participants alone, we find dramatic tapering off of delinquency in the Oakridge and South Eugene program groups toward the end of the program. Whereas roughly one in five of these youngsters had been involved in some delinquency offense in the 1964 to 1965 period, the rates dropped during the period from July to December, 1966.

Comparison of the smaller set of youth with their controls forces us to modify any conclusion that might flow from this observation, however. The matched group comparison indicates that the reductions in delinquency are matched by concomitant reductions in the control populations, suggesting that the gains may be a result of some maturational process, rather than a program effect. More will be said about these data in following sections.

2. Academic Performance. If general behavior and emotional problems of the program adolescents had been eased by the intervention of the Youth Worker, it is reasonable to assume that school performance would be favorably affected.

Table 6-18. Delinquency Rates of Male Program Participants, by Demonstration Area and for Half-Year Time Periods

		Oakridge (N=87)	Junction City (N=176)	South Eugene (N=109)
January - June	1964	05.8	00.6	06.4
July - December	1964*	21.8	05.1	11.9
January - June	1965	11.5	05.7	18.4
July - December	1965	20.7	05.7	26.6
January - June	1966	10.3	06.8	18.4
July - December	1966*	01.2	05.1	08.3

* In the matching process, only those participants who had completed the high school questionnaire, thus providing information for the matching, could be used.

Total Offenses of a Sub-Set* of Program Youth and Comparison Groups, by Community and for Half-Year Periods

		Oakridge	Mill City	Junction City	Stayton	South Eugene	South Salem
		(N=43)		(N=80)		(N=21)	
January - June	1964	07.0	00.0	00.0	03.8	14.3	19.1
July - December	1964	09.3	00.0	03.8	03.8	23.8	04.8
January - June	1965	04.7	09.3	03.8	02.5	09.5	14.3
July - December	1965	07.0	02.3	03.8	02.5	09.5	28.6
January - June	1966	07.0	02.3	07.5	01.3	00.0	19.1
July - December	1966	00.0	00.0	07.5	02.5	00.0	04.8

Unfortunately, we are not able to obtain a "good" test of this assumption. Students whose grade average for either time period is unavailable could not be included in the comparison. Due to numerous transfers (in or out of the school system), dropouts, or graduations the data were available for only a small proportion of program participants; this number was further reduced by the deletion of those students who did not participate in the school survey, and so could not be matched in the comparison group. As a result, only 17 per cent of Oakridge, 22 per cent of Junction City, and 10 per cent of South Eugene participants are included in the grade average comparison.

Table 6-19. Comparison of Grade Point Averages* of Some Program Participants with Quasi-Control Groups from Same School System, for School years ending Spring 1964 and Spring 1966.

	Program Participants		Quasi-Control Group	
	1964	1966	1964	1966
Oakridge	1.95	1.99	2.09	2.17
Junction City	2.26	2.00	2.54	2.36
South Eugene	1.63	1.85	2.64	2.81

* Four-point scale: A = 4.0, B = 3.0, C = 2.0, D = 1.0

For those that remain for analysis, there appears to be no program effect on Grade Poi
effect on Grade Point Averages; Oakridge shows a similar level of performance by both groups and a small net change upward by both. In Junction City the matched group performed at a somewhat higher level but the grades of both groups dropped by a similar amount in 1966, indicating some factor more general throughout the school rather than program effect. Program boys in South Eugene averaged one letter-grade lower than the matched group, indicating program was in better contact with low-achievers than were the other two cities. Both South Eugene and its control group recorded higher academic performance in 1966. Again, the limitations of the size of the group make conclusions from these findings difficult.

3. Interaction of Project Programs The apparent negative findings here need to be balanced, at least in part, with findings elsewhere. In the Oakridge case, especially, there is need for some qualification. The education program in that community apparently served to decrease delinquency and improve academic performance. It should be noted that the education and community development staffs there worked closely together so that the program result was a joint one. The lack of positive results here (given the fact that some of the same youth were in both programs) may represent a peculiarity in the selection of control groups, rather than the absence of program effects.

4. Interviews with Program Youth If we were to know firsthand the impact of the Youth Worker on local adolescents, it was necessary to ask the youth themselves for opinions and reactions. For this purpose a small number of in-program boys were interviewed briefly in each community.

The names were arrayed alphabetically and by frequency of contact; five names of "frequently contacted" and five names of "often contacted" boys were chosen at random in each of the three communities.

This satisfied random sample was then "matched" with an equal number of non-program names from the survey of adolescents conducted in schools; the questionnaire information on age and social class was used to equate non-program boys with the stratified sample of program participants. In addition, program boys with delinquency records were sorted out and a random selection was made of five delinquent program boys who had been "frequently contacted" and five who had been "often contacted" in each community.

One segment of the total sample could not be achieved, the matched sample in South Eugene. It was quickly discovered that boys in this small urban setting were not at all informed about the Youth Worker program unless they had been a part of it. The remainder of program roster--those "seldom contacted"--was resorted to, but there were not enough subjects of various ages and socio-economic status to complete the "match" to the stratified random group. The interviews thus total 80 (30 each in Oakridge and Junction City, 20 in Eugene).

It was found that recruitment to the Youth Worker program was mainly through other Lane County Youth Project programs in Oakridge and South Eugene (largely Project class in Oakridge, and Employment Training Center in Eugene). Junction City boys were recruited mainly by their peers, and often by a sibling.

Most of those who learned about the Youth Worker through another Lane County Youth Project program were subsequently in frequent contact with him, while those recruited by peers or siblings made fewer contacts ("often"). Boys not in program (the matched sample) had heard about it in numerous ways, none being more important than another as a source of this information.

The boys were asked whether their first reaction to the Youth Worker program was that it was a "good idea"; a third of those who subsequently were "frequently contacted" replied that they had been undecided at first; of those who were at once attracted, the availability of general day-by-day activities was the greatest attraction, especially for those with delinquency records. Non-program boys perceived the athletic activities as the best aspect of program, and those in program who were contacted least were also often interested most in athletic activities.

One-fourth of program participants said that other high school boys denigrated the program, that these other "put it down" because of behavioral differences ("think it's a place for hoods," "say it's for delinquents," "only for lower class"). Program boys with referrals were less aware of, or sensitive to, such criticism.

General day-by-day activities were again often mentioned as the reason the program "has been a success in town." This general answer was most prevalent in Junction City, while the boys in Oakridge attributed program success largely to "keeping kids in school" (40 per cent). The Oakridge participants also reported program success because of employment and training opportunities (20 per cent) while in Junction City this was not mentioned. The question was not asked in South Eugene.

There is some relationship between method of recruitment and what attracted the boys, plus a difference between initial attraction and factors contributing to program success:

> Three-fourths of those recruited through peers or family were attracted by athletic activities, but one half of these attributed program success to general activities.
>
> Two-thirds of those who were recruited by someone already in program or by the Youth Worker were attracted by general activities but attributed success to employment or training opportunities.
>
> Three-fourths of those recruited through other Lane County Youth Project programs were equally attracted by athletics and general activities but attributed success to prevention of school dropout.

"What improvements should be made, if the program was continued?" brought responses of "more equipment and staff" from 40 per cent of those in frequent contact; those with whom fewer contacts were made indicated a need for more varied activities and longer hours. Together, these responses indicate a desire for an expanded program and that such an expansion would probably result in larger numbers being in very frequent contact.

One-fourth of the non-program sample suggested new directions which program could profitably take. Among these suggestions were "to enlist a wider type of kids," to "include the kinds who are motivated to do things and to stay in school." This opinion, that the socio-economic range of participants should be extended, was strongest in Oakridge. Junction City boys suggested that program participants, who are mostly "poorer kids," should be better integrated into the community. For instance, "it (program) might involve them in trying to do things for others, like helping or visiting at the new nursing home." It was also suggested that program "could use a bit more support from the business community."

As already mentioned, there was less general knowledge of program in South Eugene because of the larger population and more urban characteristics. Thus it was not possible to ask all the same questions of Eugene youth as were asked in Oakridge and Junction City. Instead, some indication of knowledgeability about Lane County Youth Project and its programs was sought. In South Eugene, 20 per cent of program participants could correctly identify the Employment Training Center, 25 per cent identified the Neighborhood Youth Corps, and 15 per cent had a correct general notion of what the Lane County Youth Project is.

A few tentative generalizations can be made. It appears from the interviews that the first contact with program was not decisive to later participation and that the most attractive program feature has been the ongoing general activities in a central location. This attraction is especially strong for delinquents, who prove to be immune to criticisms of the program. Athletic activities were not centrally important to recruitment or to success of program, but were the one most visible activity for marginal participants and for non-participants. Problems of school continuance and unemployment were most successfully addressed in Oakridge. An expanded program would probably attract similarly increased numbers of participants and result in an increase in frequency of contact, but we lack evidence that more frequent contact would lead to greater success.

CHAPTER VII

TRAINING PROGRAMS

FOREWORD

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

The development of the LCYP In-Service Training Program needs to be interpreted in the context of several major factors:

--The comprehensive training program as visualized in the original proposal was not funded.

--Though it was felt to be imperative that a Project of this nature have an In-Service Training Component from its inception, demonstration programs were in operation for one year without such a component, resulting in many fixed attitudes on the part of Project staff and Board, as well as the general public.

--Lack of centralized training activities during the first year resulted in duplication of efforts and lack of opportunity on the part of many new staff to conceptualize objectives of the total Project.

--The Training Proposal, when funded, included a scaled-down pattern having one training chief and an assistant, which definitely affected comprehensive training activities.

--The dynamic nature of the demonstration project itself, with its various interrelated programs, created a network of activities with the community and its agencies and organizations.

--The involvement of Lane County Youth Study Board as an OEO Community Action Agency made the Project more complex internally as well as in relation to the community.

--Limited training resources forced the Training Division to set priorities on its activities and utilize strategies that could affect a maximum number of people in its role of training, e.g., the Project staff, Lane County Youth Study Board members, and community agencies and organizations.

TRAINING PROGRAMS

SECTION I: INTRODUCTION

A. HISTORICAL BACKGROUND AND RATIONALE

The original proposal presented to the President's Committee on Juvenile Delinquency identified the primary training tasks anticipated by the Lane County Youth Project. It proposed a plan and staffing pattern to provide this training.

A centralized training program was designed to insure adequate training coverage, training content appropriate for the goals of the demonstration program, and maximum and most efficient use of training resources. Because of the nature of demonstration, training was to transcend institutional lines. Training efforts were to adjust to needs identified during the course of the demonstration programs as well as to those perceived in the beginning. For these and other reasons, primary responsibility for developing the comprehensive training plan and for implementing it was lodged in the Youth Study Project's original proposal in December, 1963. Training was linked functionally to cover Project operation and was to be sensitive both to overall program needs and to those of individual program segments.

The success of the demonstration programs was to be determined in large part by the efforts of Project and community agencies and organizations. These efforts, in turn, were to be the product of the motivation, knowledge, and skills possessed by these individuals. The size, importance, and cost of the demonstration programs were such that means for insuring a high quality of staff effort were critical.

Project efforts were to be geared toward recruitment of the most qualified personnel possible. The general shortage of trained personnel, the fact that such projects can give no assurance of long-term employment, and that recruitment of a large staff must be done quickly, all had a definite bearing on the characteristics of a staff that was to be assembled for Project operation. The Project did anticipate major effort being spent on recruitment and selection of personnel as soon as Project financial support was obtained.

The Project realized that even the best qualified personnel would require a heavy investment in staff training. Successful operation of the Project was to depend upon the clear understanding that Project and community agency and institution staffs would have about the demonstration plan, its underlying assumptions and its methods, as well as their possession of skills necessary to implement the program. Project operation foresaw need for staff from different disciplines as well as individuals from non-professional disciplines. Thus, it was necessary to provide training that would insure interdisciplinary effort in addition to cooperative and effective efforts between professionals and non-professionals.

Adequate staff training was imperative. Training in a project of this nature requires assembly of an entire staff for a complex operation on short notice. They were to face the task of quickly translating a written document into an operating program, but many of the skills were to be learned or their method of application adjusted to a different situation than that faced by staff before. Clarification of Project goals and development of the operational plan necessary to reach those goals were dependent upon efficient learning as well as teaching on the part of the staff at all levels.

The nature of the tasks dictated use of Project, community agency, and volunteer personnel. Varied staff training activities were to be shared by community agencies and institutions and the Youth Study Project.

B. THE TRAINING TASKS

The demonstration project as proposed for Lane County was similar to the creation of a new agency in the sense that a series of complex programs and tasks were to be initiated within a short period of time. This involvement of present staff, division heads, participating agency staff plus new staff employed for the Project, was essential.

Creation of a new program in a brief time period required heavy investment of administrative and training effort. The nature of the programs, the need to move quickly but with clarity and certainty, and the fact that a relatively large group of new staff was to be involved at administrative and supervisory levels (in the early stages particularly) indicated that administration and training were to go hand-in-hand.

The elaboration of program goals, content, and methods contained in the programs gave many leads for identification of the training tasks. Following is a very brief description of the training tasks based on the then-projected program activities:

General orientation (to all Youth Study Project goals, programs, and methods) was necessary for all Project staff and for participating agency staff and volunteers. This training activity also included use of written materials supplemented through a variety of ways, including discussions, visits to demonstration areas, school and agencies, and more specialized orientation by individual Project supervisors.

. The special requirements of the demonstration programs and the characteristics of individuals who were to implement them indicated the need for "special emphasis" training. The new focus and new methods utilized in various demonstration program segments called for shifts in perspective, basic orientation, and methods.

The staff of each program had unique training needs. Educational personnel, particularly at the secondary level, needed help in accepting the worth of educational content and effort that does not lead to college entrance.

Youth employment personnel required special training in concepts and methods involved in the process of recruitment, testing, counseling, skills training, and job development. Special training was to be presented in new methods to attract and hold these youth in the Youth Employment Programs.

Social work personnel, employed as members of the LCYP programs utilizing social work staff, did, in a sense, have to be re-trained or oriented in their approaches in the broader environment.

The social worker's "psycho-social" approach implied a shift in emphasis from helping the individual to understand the psychological dimensions of his behavior to that of serving as "motivator," "broker," or "catalyst" in the individual's relationships with his broader environment. Training to acquire this orientation, as well as skill in applying such methods, was essential.

The nature of the problems and the small demonstration communities made imperative the adequate training of local residents who were to be used as youth workers.

Special emphasis for orientation of staff and volunteers to the problems of disadvantaged families and youth was vital. Education, experience, and self-image combine to give many program staff and community volunteer people a "middle class bias" and "middle class image." Training to develop understanding and overcome the barriers this bias and image created was to be the key to effective programs.

Training tasks were also identified in relation to the "demonstration" and "research" components of the Youth Study Project program. Project and agency personnel not familiar with research methods and requirements needed help in understanding the special problems and responsibilities imposed. Staff needed general orientation to the evaluation plan and to the general methods employed.

Research staff needed training to help translate the evaluation plan into action with a minimum dislocation of operating programs. They needed a high degree of familiarity with the goals and methods of each program.

Another expected training task was to help the "urban-oriented" staff understand implications of the orientation and image required to work with people in a rural or small city setting.

However, this comprehensive centralized training program did not materialize during the first year of the demonstration program because of lack of funds.

During the first year (January, 1964 through December, 1964) tasks were carried on by individual divisions as needs arose. Training activities during that time were not a systematic coordinated effort and the task became an additional burden on program chiefs and other Project staff.

As the Project continued to broaden its activities involving increasing numbers of professionals and non-professionals on all levels, the Project on September 15, 1964, submitted a proposal, "Development of the Inservice Training Program," to the U. S. Department of Health, Education, and Welfare, Office of Juvenile Delinquency and Youth Development.

The first year training grant was awarded for the period from March 17, 1965, through March 16, 1966, providing for a Training Chief and an Assistant but not for a formal evaluation. A second year of funding at the same level, covering the period from March 17, 1966, through February 28, 1967, was provided by including the Training Division as a component of the Juvenile Delinquency Demonstration Programs.

About midway through this in-service training program, in December, 1965, the Project received funding for the Family Service Program under Title II of the Economic Opportunity Act. This required additional training efforts addressed to poverty and its effects on families and youth.

The Training Division also saw a need for intensive training of staffs of community agencies and organizations and their exposure to youth problems. Evaluations of several training sessions indicated that Project staff too needed to be made more aware of problems of youth. On April 22, 1966, the Training Division of LCYP submitted a proposal to the Office of Juvenile Delinquency and Youth Development to train persons in community agencies and organizations in order that they might have a greater understanding of youths' problems. The proposal "Orientation to Youth Problems: A Community Training Program," was approved to run July 1st, 1966, through June 30, 1967.

The Training Division has also submitted a proposal to the Office of Law Enforcement Assistance, U. S. Department of Justice, on November 28, 1966, which was funded in early January of 1967.

This proposal, "Training Materials Development Project," will capitalize on the training experiences of LCYP and will develop and disseminate materials and techniques providing vital assistance to persons working in correctional fields.

Another proposal, an Inter-Agency Community Training Proposal, to assist in the transference of LCYP Research and Demonstration Programs to the local, state, and regional community agencies and organizations, is pending with the Office of Juvenile Delinquency and Youth Development, U. S. Department of Health, Education, and Welfare.

SECTION II: DEVELOPMENT OF THE INSERVICE TRAINING PROGRAM

March 17, 1965 through March 16, 1966

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

The development of the Lane County Youth Project Inservice Training Program from its inception to its completion can be categorized in the following five areas:

1. An assessment of staff training needs and the development of the training plan.
2. Implementation of the training plan, including pre-training and post-training sessions.
3. Trainee attitudinal changes.
4. Concepts and methods that have been institutionalized.
5. Projections for future training programs.

To obtain a clear picture of what the staff of the Lane County Youth Project felt were their training needs, the Training Division solicited an assessment from each Division Chief. Each chief discussed with his particular staff areas where training was needed along with suggestions for meeting this need. The resulting material was examined and codified into a systematic training program. Out of the expressed needs of staff (many of which were in accordance with the original training proposal) was developed a Master Training Plan for Lane County Youth Project staff development. The plan consisted of two sections: Section I for staff orientation to the Lane County Youth Project, and Section II for long-range plans for staff development, covering in depth many of the subjects touched upon in the orientation program.

The Training Division began the implementation of the Training Plan with an Executive Staff Retreat, which afforded an opportunity for Division Chiefs to discuss issues facing the administration of the Project. Prior to the Retreat, ideas of specific topics to be discussed were submitted to the Training Chief. The common theme among these topics was "the roles of Project Directors and Chiefs in policy and decision-making processes." An outside group leader moderated the discussion. The first Retreat was very productive and had the following impact upon the Lane County Youth Project:

1. Subsequent Executive Staff meetings became more meaningful and productive, providing more effective administration of the Lane County Youth Project.
2. New administrative models for the Project were considered and a committee was formed to continue investigation of this problem.
3. Division Chiefs acquired more efficient communicating skills, helping progress within the Project.

After this Retreat, outside demands began to occupy the Training staff. Due to the innovative nature of the Lane County Youth Project and its visibility in a small community, local agencies and organizations continually requested orientations to the Project and a firsthand look at Project programs. Previous to the funding of the Training Proposal, these demands were met by various staff members, but at best this provided only a piecemeal look at the Project. With the advent of the Training Division the Project could better meet its obligation to respond to outside requests. Consequently the Training Division began to organize Project Orientation Programs for different agencies and organizations and individual groups. Training sessions proved to be very informative and well worth while. Not only did they increase community understanding of the Project, but they brought together community persons and project staff, resulting in an increased staff awareness of community attitudes toward youth.

For the past four years, the Training Chief has been Director of the Juvenile Court Summer Institute. This is a one-week Institute for juvenile court workers, agency staffs, school personnel, and staff in related fields and is co-sponsored by the Oregon Juvenile Court Judges Association and the University of Oregon. This training program is attended by a number of Lane County Youth Project staff, many of whom have participated as speakers, panel members, and workshop leaders. The theme of the August, 1965 Institute was "The Impact of Innovative Correctional Treatment." Several of Lane County Youth Project's programs were featured in the Field Observation of the Institute and the Training Division later published "Proceedings" of the Institute.

As a result of the funding of the Family Service Program under Title II of the Economic Opportunity Act, new staff were involved in orientation sessions in which background of the Lane County Youth Project was presented. Through these sessions the training staff was able to assess future training needs of the new Family Service Program staff. Training sessions became essential to the operation of the Project and in assisting new staff to identify Project objectives and goals. As LCYP grew in size and acquired new physical facilities for programs, orientation to the total Project became a principal task of the Training Division.

Follow-up sessions held after the initial training orientation called for a great deal of staff planning. For example, prior to the Family Service Program Staff Training Institute, several meetings were held with staff and training consultants. Training consultants used in this session were trouble-prone youth and a group of mothers receive welfare aid. It was necessary to meet on numerous occasions to assist them in identifying their training roles and how best to present what they had to say. The institute was evaluated by means of a questionnaire and by subjective comparisons of staff attitudes before and several months after the training.

Throughout the year, LCYP staff was involved in outside training programs whenever appropriate. The Training Division provided funds for the staff to attend other training sessions within the community, cooperating with such sessions as the "Poverty Conference" held at the University of Oregon. When staff attended these outside sessions they submitted evaluations of the experience to the Training Division and shared what they had learned with other staff members. In this way the Lane County Youth Project was utilizing the resources of the community as well as dispensing knowledge about the Project to the community.

With Economic Opportunity Act funding, the Lane County Youth Study Board acquired new members, many of whom were sketchily informed about the Project, its youth programs, and its connection with the Office of Economic Opportunity and the Office of Juvenile Delinquency. The Training Division planned two training sessions for the Board members, the first being an orientation to the various Project programs. A subsequent session included Board members and Project staff in a series of discussion groups designed to acquaint new Board members with the programs and goals of the Board and Project; it also served as a progress report for the older Board members. A major objective of these sessions was to assist the Board members in interpreting LCYP to the community. Another objective was to increase the Board's willingness to accept federal money for program support when appropriate.

The Training Division was aware that training sessions alone would not meet all the needs of staff and that a large variety of reading material was to be collected and made available. Through the Division, a Staff Library, consisting of over a thousand catalogued items, including books, journals, abstracts, reports, etc., was organized. The Training Division further assumed the responsibility of becoming the publications center for the Project. The latest publications in the areas of youth problems and poverty were acquired, catalogued, and disseminated to staff. The Project regularly subscribed to over twenty professional journals enabling the staff to keep abreast of the latest developments in their respective fields.

The development of the Training Program was influenced by many factors not present at the time the grant was awarded. The Inservice Training Program has had to move in directions dictated by the Project program changes and expanding needs of the staff.

SECTION III: TRAINING PROGRAMS (First Year)

COMMUNITY DEVELOPMENT SEMINAR

(Sponsored jointly by the Lane County Youth Project and Oregon State University Cooperative Extension Service)

DATES:	March 15-16, 1965
TYPE OF TRAINEE:	LCYP Community Service Coordinators, LCYP Community Youth Workers, LCYP YM-YWCA Youth Workers, State Extension Agents
NUMBER OF TRAINEES:	35
OBJECTIVES:	The goal of this training session was a two-day seminar where ideas and opinions were shared and where some understanding about the following topics was to be developed: --Public relations or public information programs How to identify "publics" or clientele --Leadership Development Lower socio-economic groups (men, women, youth) -- How to identify, locate, and contact disadvantaged youth --Understanding the culture and values of disadvantaged families (needs, interests, concerns, resources) --What specific educational methods and techniques could be most successful in reaching and motivating disadvantaged youth --How to select, train, and supervise community volunteers --How to implement a Community Development program --Role of the Community Services Coordinator --Role of the Community Youth Worker
TRAINING CONSULTANTS:	Neil Raudabaugh, Assistant Director Extension Research and Training Federal Extension Service, USDA

Edgar Reeves
Program Leader, 4-H and Youth Development
Federal Extension Service, USDA

RESOURCE PARTICIPANTS:

Burton Berger
State Extension Agent
O.S.U. Cooperative Extension Service

Edgar Brewer
Project Director
Lane County Youth Project

Harry Clark
Chief, Community Development Programs
Lane County Youth Project

Wilma Heinzelman
Home and Family Educational Coordinator
O.S.U. Cooperative Extension Service

Dale Hoecker
Junction City Community Services Coordinator
Lane County Youth Project

John Koval
Chief, Research Operations
Lane County Youth Project

Richard McDevitt
EOA Program Development Coordinator
Lane County Youth Project

Kenneth Polk
Research Director
Lane County Youth Project

D.R. Rinehart
Chief, Training Programs
Lane County Youth Project

Seymour Rosenthal
Training Consultant
Office of Juvenile Delinquency and
Youth Development
Washington, D.C.

CONTENT AND PRESENTATION:

The training session was a combination lecture and discussion presentation. As the group was too large to encourage much interaction, it was divided into three smaller groups for discussion.

Content of the two-day seminar follows:

MARCH 15

-- Introduction

-- "Basic Assumptions of LCYP," Kenneth Polk

-- Discussion

-- "Nature of the Population," John Koval

-- Discussion

-- "Community Development," Edgar Reeves and Neil Raudabaugh

-- "Methods and Techniques in Reaching Disadvantaged Youth"
Discussion Groups: 1. Burton Berger; 2. Richard McDevitt; and 3. Wilma Heinzelman

MARCH 16

-- "Implementing a Community Development Program"
Panel: Edgar Brewer, Neil Raudabaugh, Ed Reeves
Moderator: Harry Clark

-- Discussion groups

-- Panel Summary

-- "Where Do We Go From Here?" Seymour Rosenthal and D. R. Rinehart, Ed Reeves and Neil Raudabaugh

EVALUATION:

This seminar provided the opportunity for staffs of the Lane County Youth Project and the Federal Extension Service to discuss mutual concerns for serving youth and for community development. Much discussion was generated and the participants left with a greater understanding of the respective agencies involved and with new ideas about working with youth.

There was no formal evaluation.

SEMINAR ON VOLUNTEER SERVICES

DATES: May 10 and 11, 1965

TYPE OF TRAINEE: First day: professional staff from community agencies which use or are planning Volunteer Services. Second day: volunteers who serve various community agencies.

NUMBER OF TRAINEES: 54

OBJECTIVES:

1. To achieve greater understanding of the value, development, and use of Volunteer programs for children and families
2. To increase understanding of the needs and problems of Volunteers
3. To teach agency executives and Volunteer leaders how to utilize and work more effectively with Volunteers
4. To provide suggestions, ideas, and resource materials for the development of a community-wide Volunteer Services through a Central Volunteer Bureau

TRAINING CONSULTANT:

Miss Helaine Todd, Consultant
Bureau of Family Services
U.S. Department of Health, Education, and Welfare
Washington, D.C.

CONTENT AND PRESENTATION: The first day of the Seminar involved numbers of agency staffs. Content covered the following points:

1. Capacities in which Volunteers serve:
    - A. Administrative Responsibilities
        - 1) On boards (advisory or policy-making)
        - 2) On board committees
    - B. Objectives to reach others and to help themselves
        - 1) Self-help Volunteers serve to improve their own skills or to promote their own interests
        - 2) Supporting groups; resources

2. Developing Volunteer Services

3. Identification of the role of the professional worker and that of the Volunteer:

   A. What kind of service does a Volunteer give?

      1) Complementary: equal but different skills;

      2) Supplementary: aiding someone, makes it possible to add to an agency services it hasn't had before; helps agency operate without employed staff needed in other capacities.

4. Organizing Volunteer Services

   1) Define services Volunteers will give
   2) Establish a Volunteer Committee which sets standards for Volunteer performance
   3) Recruitment
   4) Training
   5) Recognition
   6) Evaluation

The second day's content was much the same with presentation varying slightly from the didactic approach used the first day to a discussion/seminar approach.

EVALUATION:

Selected representative participants were asked to give their evaluation of the two-day Seminar based upon the following points: content, presentation, and group leader. The results of their evaluation showed:

1. Content could have been covered more thoroughly, particularly Volunteer-professional relationship and training of Volunteers.

2. Group leader had control of the situation and could have allowed more discussion.

3. Content covered some new concepts and approaches to problems which altered agency staff's way of thinking.

4. The variety of experiences with Volunteers by the different agencies represented resulted in the beginning presentation being geared to a more elementary level than was necessary or useful.

SUMMARY:

A workshop seminar for both Volunteers and professionals is an innovative feature for this community. The group leader, Miss Todd, was capable of speaking well to both audiences. With a Seminar of this type, where an outside leader is brought in, it would work more smoothly if the leader were advised in some detail of the various levels of sophistication the different agencies have achieved in working with Volunteers, as well as the various experience levels of the different Volunteers.

EXECUTIVE STAFF RETREAT

DATES: June 25-26, 1965

TYPE OF TRAINEE: The Executive Staff of the Lane County Youth Project

NUMBER OF TRAINEES: 12

OBJECTIVES: To discuss and, hopefully, to resolve administrative issues currently facing the Lane County Youth Project

TRAINING CONSULTANT: Dr. Gordon Hearn, Dean
School of Social Work
Portland State College

CONTENT AND PRESENTATION: The two-day retreat was conducted on an informal discussion group basis. Dr. Hearn acted as group leader to facilitate the discussion, and Carolina Conn was content recorder. Most of the following points were covered:

1. Essential roles in the group process.

2. How profitable are the Executive Staff meetings; how can they be made more meaningful and productive?

    -- What is appropriate for decision-making by Executive Staff?

    -- Does Executive Staff decide on what issues a determination is to be made?

    -- Democratic model *vs*. authoritarian model.

    -- Importance of discussion of major program components by Executive Staff.

    -- Minutes taken at Executive Staff meetings that do not reflect what was said.

    -- What is the function of the Executive Staff?

    -- How much time to be spent in group meetings *vs*. direct service work?

    -- Need for defining roles in Executive Staff.

3. Defining the levels of responsibility and authority among Project Directors and Project Chiefs; where does an individual have authority?

4. How program transferability is being implemented.

    a) Long-range vs. short-range changes.

    b) Total program transfer vs. parts of program transfer.

    c) How to edify visitors interested in transferability.

5. Ease of communication; understanding how communication can function through the group process and how this effects staff.

6. Discussion and agreement on the roles of research and programs, such as responsibility for the planning and implementation of research, and by whom.

7. What are the appropriate methods for administration and staff organization for this type of project? Should different models from those currently being followed be considered?

EVALUATION: No formal evaluation of the retreat was made.

ORIENTATION FOR WICHE STUDENTS
(Western Interstate Commission for Higher Education)

DATES:	June 29 and July 2, 1965
TYPE OF TRAINEE:	Selected college students having summer field placements in social service agencies.
NUMBER OF TRAINEES:	4
OBJECTIVES:	To provide these WICHE students orientation to the Lane County Youth Project
TRAINING CONSULTANT:	D. R. Rinehart Training Chief Lane County Youth Project
CONTENT AND PRESENTATION:	A combination of lectures and discussion groups was used to give a general orientation to the Lane County Youth Project. Where possible, the students actually participated in program areas (i.e., in a group counseling session at the Employment Training Center). This orientation provided these out-of-state students an opportunity to view what the Lane County Youth Project is doing. It also gave them a sample of some of the areas open to a social worker.
EVALUATION:	No formal evaluation was made.

ORIENTATION FOR EUGENE PUBLIC SCHOOL COUNSELORS

DATES:	June 30-July 1, 1965
TYPE OF TRAINEE:	Junior and Senior High School Counselors
NUMBER OF TRAINEES:	8
OBJECTIVES:	The Lane County Youth Project was asked by the Coordinator of Guidance and Counseling of the Eugene Public Schools to give an extensive Lane County Youth Project orientation to a group of school counselors, many of whom work from time to time with youth served by the Project.
TRAINING CONSULTANT:	D. R. Rinehart Training Chief Lane County Youth Project
CONTENT AND PRESENTATION:	The first session included a general orientation to the Project and a visit to Junction City to observe the Community Development Programs situated there. The second session provided opportunities for the counselors to talk to some of the youngsters involved in the Small Groups Program at the Central Lane YM-YWCA, and to observe group counseling sessions at the LCYP Employment Training Center.
EVALUATION:	This training session provided an excellent opportunity for the Lane County Youth Project to present its goals to a group of community professionals who initially were not receptive to the goals and methods of the Project. Communication between the counselors and LCYP staff and youngsters helped the counselors better understand the total program. During the session it was possible to see prejudices of the counselors towards the Project fade and be replaced by an increased willingness to cooperate with the Project in pursuing mutual goals.

7.3.11

ORIENTATION FOR VISTA VOLUNTEERS

DATE: August 24, 1965

TYPE OF TRAINEE: VISTA Volunteers in training at the University of Oregon

NUMBER OF TRAINEES: 17

OBJECTIVES: The Lane County Youth Project was asked to provide field placement training experience for approximately 17 VISTA volunteers. The Training Division supplied these volunteers with a one-day orientation to the Lane County Youth Project.

TRAINING CONSULTANTS:

D. R. Rinehart
Training Chief
Lane County Youth Project

Carolina Conn
Training Assistant
Lane County Youth Project

RESOURCE PARTICIPANTS:

Martin Waechter
Volunteer Coordinator, LCYP
YM-YWCA Small Groups Program

Larry Decker
Community Youth Worker
LCYP

Larry Horyna
Community Youth Worker
LCYP

Wayne Nierman
Community Service Coordinator
LCYP

James Ross
Community Youth Worker
LCYP

Robert Campbell, Chief
Employment Training Center
LCYP

George Rothbart
Director of Evaluation
Employment Training Center
LCYP

CONTENT AND PRESENTATION: Presentation was a combination of lectures and discussions. Content included a general project orientation and a close look at specific programs.

Before the VISTA workers could start field work, an orientation to LCYP was necessary. This session gave the workers some background on the program in which they would be participating.

EVALUATION: No formal evaluation was made.

JUVENILE COURT SUMMER INSTITUTE
(Eighth Annual Session)

Sponsored jointly by the Oregon Juvenile Court Judges Association and the University of Oregon and directed by the Training Division of the Lane County Youth Project.

DATES:	August 16-20, 1965
TYPE OF TRAINEE:	Juvenile Court Judges, Juvenile Probation Workers, Teachers, Youth Workers, Supervisory Personnel and LCYP Direct Service Staff, and Students.
NUMBER OF TRAINEES:	125 (20 LCYP staff)
OBJECTIVES:	The theme of this year's Institute was: "The Impact of Innovative Correctional Treatment" The objectives of the Institute were to offer a variety of experiences to the participants, including exposure to new developments in prevention programs, innovative treatment methods, and an opportunity to see different community programs in action.
TRAINING CONSULTANTS:	Director of Institute D. R. Rinehart Training Chief Lane County Youth Project Guest Speakers: Arthur Pearl Associate Director, Research Center for Youth & Community Studies Howard University Washington, D.C. Charles Brink Dean, School of Social Work University of Washington For names of workshop leaders, panel participants and resource specialists, see Appendix B.

CONTENT AND PRESENTATION: **DAY ONE**

A.M.: "Laying for Whitey" -- opening address by Arthur Pearl (complete text or tape available). Dr. Pearl spoke about ways in which the poor and the alienated can contribute to society rather than be forced to be a constant and expensive drain upon it.

P.M.: Field Observations

(a) **Eugene Police Department** -- A tour of the Police Department, including booking procedures for juveniles and a discussion of police ethics in the handling of juvenile offenders.

(b) **Lane County Juvenile Department** -- a tour of the facilities of the Juvenile Department, including Skipworth Detention Home. A discussion of the program was held with particular emphasis on the use of volunteers in correctional treatment.

(c) **Lane County Youth Project Employment Training Center** -- This field observation involved a tour of the Employment Training Center, a discussion by staff as to the philosophy of the Center, and participant-observational experiences with groups of youth being served by the Center.

(d) **Central Lane YM-YWCA** -- This field observation was particularly concerned with the Small Groups Program. Participants were exposed to new ways of delinquency prevention and had the opportunity to talk to many of the young people then in the program.

DAY TWO

A.M.: Continuation of field observations

P.M.: Workshops -- These sessions provided the participants with the opportunity to discuss with one another their field observation experiences and the opening speech by Dr. Pearl.

DAY THREE

A.M.: Panel -- "Communication with Correctional Clients"

This panel, consisting of a young man previously delinquent and several agency persons with whom he has been in contact, enabled the participants to interact with a youth who has gone through the correctional process. The purpose of the panel was to learn from this young man the steps of his treatment and to examine what was "good" and "bad" about his experiences with correctional agencies.

DAY FOUR

A.M.: Workshop

P.M.: Workshop

Evening: "New Trends in Prevention of Social Problems" - Charles Brink

Content included correctional manpower needs and resources, community involvement, and new ways of utilizing volunteers from the client population.

DAY FIVE

A.M.: Evaluative Seminar

P.M.: Luncheon - Awarding of Certificates

EVALUATION:

No formal evaluation of the Institute was made. Feedback from the Evaluation Seminar seems to indicate that the participants felt the following things:

(a) The field observations were very worthwhile

(b) Workshops were at times too lengthy

(c) The panel was excellent, but there was not enough time provided for a thorough follow-up of it.

Published proceedings of the Institute will be available in January 1966. Copies of presentations, the main speeches, and panel discussions also are available.

Evaluation of the workshops was accomplished by means of a Workshop Feedback Questionnaire. (Results and instrument used are in Appendix B)

STAFF ORIENTATION

DATES:

Session I:	September 13,14,15, 1965
Session II:	October 4,5,6, 1965
Session III:	January 5,6,7, 1966

TYPE OF TRAINEE:

September 13,14,15, 1965 (Session I):

These trainees were new Family Service Program staff, including Supervisors and Family Aides (non-professional positions).

October 4,5,6, 1965 (Session II):

These trainees were VISTA volunteers, new secretarial staff, and ETC trainee-counselors (former ETC trainees).

January 5,6,7, 1966 (Session III):

These trainees were Family Aides, secretarial staff, and Colgate University students.

NUMBER OF TRAINEES:

September 13,14,15, 1965:	20
October 4,5,6, 1965:	8
January 5,6,7, 1966:	12

OBJECTIVES:

To provide new staff with a basic understanding of the Lane County Youth Project. Designed to give staff enough information to enable them to begin on-the-job training.

TRAINING CONSULTANTS:

Edgar Brewer, Project Director
LCYP

D. R. Rinehart, Chief
Training Division, LCYP

Henry Douda, Manager
Business Services, LCYP

Kenneth Polk, Director
Research and Evaluation, LCYP

John Koval, Chief
Research Operations, LCYP

Harry Clark, Chief
Community Development Programs, LCYP

LeRoy Owens, Chief
Educational Programs, LCYP

Robert Campbell, Chief
Youth Employment Training Center, LCYP

CONTENT AND PRESENTATION:

The material in this section, to economize on time, was presented primarily by the lecture method.

Content of the sessions included:

(a) LCYP "Overview"

(b) Policies and Procedures

(c) Philosophy and Basic Assumptions of LCYP

(d) Role and Strategy of Research

(e) Community Development Programs

(f) Educational Programs

(g) Agency Programs

(h) Youth Employment Programs

(i) Economic Opportunity Programs

EVALUATION:

Evaluation of all sessions was conducted. (The evaluation instruments and complete results are found in Appendices C and D.)

As evident from the responses, suggestions and needs were many and various. All suggestions were carefully considered, and appropriate changes were made for the next phase of orientation.

FAMILY SERVICE PROGRAM STAFF TRAINING INSTITUTE "SOLUTIONS TO SOCIAL PROBLEMS"

DATES: October 25-27, 1965

TYPE OF TRAINEE: Family Service Program staff, including supervisory staff, Family Aides (non-professional positions), and VISTA Volunteers assigned to Family Service Program.

NUMBER OF TRAINEES: 20

OBJECTIVES:

1. To provide staff with knowledge about and experiences of the target population.
2. To sensitize staff to the problems and needs of those they serve.
3. To deal with the feelings and attitudes of staff towards the target population.
4. To increase the self-awareness of each staff member.
5. To promote a commitment to the ideals of the Family Service Program.
6. To discuss program implications derived from material presented by the consultants.

TRAINING CONSULTANTS:

D. R. Rinehart, Chief
Training Division
LCYP

Carolina Conn
Training Assistant
LCYP

RESOURCE PARTICIPANTS:

Bert Romo
Research Analyst, FSP
LCYP

Richard Mitchell
Family Aide, FSP
LCYP

Holly Parker
Volunteer Coordinator, FSP
LCYP

Drew Rudgear
Education Supervisor, FSP
LCYP

Dellimer Smith
Employment Supervisor, FSP
LCYP

Kenneth Viegas
Social Work Supervisor, FSP
LCYP

Martin Waechter
Volunteer Coordinator, LCYP
YM-YWCA Small Groups Program

Elizabeth Wright
Home Economist, FSP
LCYP

Odessa Alexander
Employment Training Center Trainee
LCYP

Myra Mattison
Employment Training Center Trainee
LCYP

Gary Musselman
Employment Training Center Trainee
LCYP

Robert Orr
Employment Training Center Trainee
LCYP

Philip Giles, Psychologist
Employment Training Center
LCYP

Robert Lee
Case Aide Coordinator
LCYP

Carolina Conn
Training Assistant
LCYP

Wauneta Reed
Consultant
Aid to Dependent Children Recipient

Alice Kendall
Consultant
Aid to Dependent Children Recipient

Vera Priest
Consultant
Aid to Dependent Children Recipient

May Courtright
Consultant
Aid to Dependent Children Recipient

CONTENT AND PRESENTATION: **DAY ONE**

A.M.:
(a) Discussion of objectives of methods
(b) "Using Products of Social Problems to Solve Social Problems" - Arthur Pearl (tape)
(c) "Characteristics of Population to be Served" - Bert Romo, Research Analyst, FSP

P.M.: Case Presentation:

This session was presented by the FSP Supervisory Panel consisting of two Resource Development staff, Education Supervisor, Social Work Supervisor, Employment Supervisor, and Home Economist.

The panel presentation was designed to resemble the staffing process that takes place on the review of each case. This was primarily for the edification of the Family Aides who heretofore had been unaware of this process.

Assigned Reading: Training for New Careers
President's Committee on Juvenile Delinquency and Youth Development,
June, 1965

DAY TWO

A.M.: "Perspectives on Youth Problems"

This was a panel discussion presented by Youth Consultants, Inc., a group of Employment Center Trainees who offer their services as consultants on youth problems. The youths on this team, two boys and two girls, have histories of trouble with school, family, and/or society in general. The Training Division feels that young people such as these have a significant message for professional staff. They discussed problems of youths' experiences in school, home, and the community. The young men on this panel were particularly vocal and often openly hostile towards professional staff. Staff must learn to deal with this sort of hostility and apply their reactions when dealing with their own clients.

P.M.: Discussion Group

Staff was divided into three discussion groups. Care was taken in assignment to insure that each group be composed of an equal number of supervisors, Family Aides, and VISTA Volunteers. The purpose for this was to facilitate inter-agency communication.

This day's dicussion groups dealt with the feelings and attitudes of staff towards disadvantaged hostile youth.

DAY THREE

A.M.: "Perspectives on Economic Dependency"

This was a panel discussion presented by four women currently receiving Aid-to-Dependent Children. These women felt that they knew the problems and needs of women in similar positions and that they could relate their experiences to professionals. They also presented solutions to problems as well as program ideas. They touched upon subjects such as housing, surplus food, the A.D.C. "image," legal aid, prostitution, schools, welfare system, etc.

P.M.: Discussion Group

This discussion session covered the morning's panel presentation and summed up the three-day experience.

EVALUATION: Formal evaluation of the training session was completed. (The evaluation instrument used and the complete results are found in Appendix D.)

Analysis of some of the evaluation results indicate the following things:

1. The majority of the staff of the Family Service Program agrees that it is important to use a positive approach with a family.
2. Most of the staff feel that it doesn't matter how much education or counseling skills a Family Aide has; what is important is his understanding of the problems of his families.
3. Two components of the training session should definitely be retained according to over one-half of the FSP staff. These are the Economic Dependency Consultants (ADC Mothers) and the First Day of Discussion Groups.
4. Two components should be dropped according to one-half or more of the staff: the Case Presentation and the Research Analyst's Description of the Population.
5. Three-fourths or more of the staff felt that group discussions met all four in-service training objectives at least to some degree.

The results of the evaluation gave the Training Division some idea of further staff training needs and new ways of presenting training to staff.

SYMPOSIUM ON "COURT TESTIMONY AND THE HELPING HAND"

DATE: November 3, 1965

TYPE OF TRAINEE: Social workers and selected Lane County Youth Project staff

NUMBER OF TRAINEES: 20

OBJECTIVES: The National Association of Social Workers sponsored a training session of Court Appearances. Lane County Youth Project Training Division was asked to coordinate efforts to send selected staff to this training session.

TRAINING CONSULTANTS:

Judge Edward Leavy
Lane County Circuit Court

Robert Johnson, M.D.
Eugene Psychiatrist

John Osburn
Eugene Attorney

CONTENT AND PRESENTATION: The range of topics included:

-- The role of the staff member as a witness

-- Privileged communication

-- What a worker can expect from and can give to the Court

EVALUATION: Lane County Youth Project staff members who attended this training session were asked to submit comments on how the Training Division might follow up on the symposium. Comments included:

1. A suggestion that a supplemental speaker be brought in to review some of the ideas and things that were said at the symposium regarding legal services.
2. The role and responsibility of the helping professions (i.e., social work) in the current social issue of Civil Rights: Are needs being met on a local, state, and federal level? What improvements can be made?

3. What are professional ethics in multidisciplinary settings?

4. Suggestion that presentation be given by the Legal Aid Society.

5. Need for guidelines for workers about what to do when informed of a client's criminal act.

6. Presentation of series of "Day in Court" sessions.

SEMINAR ON "LAW FOR LAYMEN"

DATES: November 17 and 24, 1965

TYPE OF TRAINEE: LCYP Staff including Teacher-Counselors, Employment Counselors, Community Youth Workers

NUMBER OF TRAINEES: 21

OBJECTIVES: In conjunction with the Division of Continuing Education, the Training Division sent selected staff members to this seminar.

CONTENT AND PRESENTATION: Content was as follows:

Criminal Law (November 17)

Part I: "Constitutional Protection for the Accused"
Edward N. Fadeley, Attorney at Law

Part II: "The Prosecution"
William F. Frye, District Attorney for Lane County

The Family and the Law (November 24)

Part I: "Marriage, Annulment, Divorce, Adoption and Guardianship"
Jan A. Joseph, Attorney at Law

Part II: "Juvenile Law: Rights and Duties of Parents and Children"
Judge Richard Rodman, Circuit Court

EVALUATION: No formal evaluation was solicited.

SECRETARIAL TRAINING SESSION

DATE: November 16, 1965

TYPE OF TRAINEE: Secretarial staff of the Lane County Youth Project

NUMBER OF TRAINEES: 18

OBJECTIVES: To conduct a training session around the principles and methods of telephone communication.

TRAINING CONSULTANT: Miss Carol Woodcock
Pacific Northwest Bell

CONTENT AND PRESENTATION: Miss Woodcock presented a film on telephone etiquette, followed by group discussion.

EVALUATION: The secretaries attending the training session were given a follow-up questionnaire (see Appendix E). Some of the comments were:

-- "Too bad the Executive Staff wasn't required to attend."

-- "It got the point across that telephone courtesy is important."

-- "Good brush-up course."

ORIENTATION FOR LANE COUNTY YOUTH PROJECT BOARD MEMBERS

DATE: December 15, 1965

TYPE OF TRAINEE: Lane County Youth Study Board members and Directors

NUMBER OF TRAINEES: 24

OBJECTIVES: To acquaint both new and old LCYSB members and Directors to the goals, methods, and programs of the LCYP.

TRAINING CONSULTANT:
D. R. Rinehart, Chief
Training Division
LCYP

RESOURCE PARTICIPANTS:
Wesley G. Nicholson
President
Lane County Youth Study Board

Edgar Brewer
Project Director
LCYP

LeRoy Owens, Acting Chief
Education Programs
LCYP

James Merritt, Chief
Agency Programs
LCYP

Harry Clark, Chief
Community Development Programs
LCYP

Robert Campbell, Chief
Youth Employment Training
LCYP

Richard McDevitt
EOA Program Development Coordinator
LCYP

John Koval, Chief
Research Operations
LCYP

CONTENT AND PRESENTATION: A combination of lectures and discussion was used to provide a Project orientation and progress report to the Board members. Content of the orientation:

1. Greetings and introductions
2. Lane County Youth Project Overview
3. LCYP Programs
    - (a) Education
    - (b) Agency Services
    - (c) Community Development
    - (d) Youth Employment
4. Resource Development
5. Research and Evaluation
6. General Discussion

EVALUATION: There was no formal evaluation.

7.3.30

COLGATE SPECIAL STUDIES GROUP

DATES: January 3-28, 1966

TYPE OF TRAINEES: Four students from Colgate University (one junior, one sophomore, two freshmen).

OBJECTIVES: Colgate University (Hamilton, New York) sponsors a January Special Studies Project. This has been created as an interim between Fall and Spring semesters to give students an opportunity for independent work of a research or "field" nature. Four Colgate students from the Eugene area requested a month's field work with the Lane County Youth Project. The Training Division accepted the responsibility for setting up a program for the students. The program was designed to do the following:

(1) Present an orientation to Lane County Youth Project philosophy, objectives, and programs.

(2) Sensitize the students to the needs and problems of the LCYP target population.

(3) Give the students an opportunity for field placement work in Lane County Youth Project programs.

TRAINING STAFF:

D. R. Rinehart, Chief
Training Division
Lane County Youth Project

Carolina Conn
Training Assistant
Lane County Youth Project

Nicki Skotdal
Research Analyst
Lane County Youth Project

James Merritt, Chief
Agency Division
Lane County Youth Project

CONTENT:

Initially all the group were involved in a staff orientation program which afforded them the opportunity to learn about the Project and to interact with staff from Research and Program Divisions. In addition, the whole group was involved in participant-observational experiences at the Juvenile Court, Volunteer Case-Aide Program, YM-YWCA Group Program, and the Family Service Program. The group also met each Friday afternoon to critique their week's experience and to be involved in dialogue around points of interest such as racial prejudice, delinquency, etc.

One of the students was assigned to work with the Family Service Program particularly to study the administrative model of a new agency. The three other students were assigned to work on the evaluation of the "Y" Small Groups program. Their specific task was to develop an attitude questionnaire to be administered to the program participants.

The four students were assigned to do book critiques on the following books: *In Defense of Youth*, Earl C. Kelly; *New Perspectives on Poverty*, Arthur B. Shostak and William Gomber; *Training for New Careers*, President's Committee on Juvenile Delinquency and Youth Crime. The purpose of this assignment was to give the students an exposure to some current literature in the areas of delinquency and poverty and to give them an opportunity to respond to what they had read.

EVALUATION:

At the completion of the month's experience an Evaluation Seminar was held, at which time the students and the training staff evaluated their learning experience in terms of (a) task learning, and (b) intellectual broadening. General comments were:

(1) The Orientation Session with staff provided a good framework for subsequent experiences.

(2) Some of the field experiences could

have been better planned by program staff. The students felt they were not seeing the total program.

(3) The students felt that there was some breakdown of communication in planning, e.g. the Training Division should have obtained from each student before Project visit a resume of the "social" courses they had taken and an idea of their interests, strengths, and weaknesses.

(4) The students felt there was a need for constant reaffirmation of their roles and tasks.

"TROUBLED CHILD" WORKSHOP

DATE: January 20-21, 1966

TYPE OF TRAINEE:
Manpower Training Coordinator
Family Life Coordinator
Family Aides
Chief, Education Division
Youth Employment Counselor
Teacher - Counselor
Home Economic Supervisor

NUMBER OF TRAINEES: 8

OBJECTIVES: This workshop was sponsored by the University of Oregon School Psychological Services. The Training Division of the Lane County Youth Project was asked to coordinate efforts to send selected staff to this training session.

TRAINING CONSULTANTS:

George Donahue
Assistant Superintendent of Schools
Elmont, New York

Kent Durfee, M.D.
Child Psychiatrist
Phoenix, Arizona

Lee Brissey
Professor of Education
University of Oregon

Peter Lewinsohn
Assistant Professor of Psychology
University of Oregon

Kenneth Polk
Assistant Professor of Sociology, U. of O.
Director of Research Operations
Lane County Youth Project

Philip Runkel
Professor of Psychology
Assistant Director CASEA

Harold Abel
Professor of Education
Director of School Psychological Services
University of Oregon

Joy Gubser
Assistant Superintendent State Department
of Education
Oregon

Andrew Barger
Director of Education and Chief Psychologist
Division of Mental Health Board of Control
Oregon

Mrs. Gayle Laird
Classroom Teacher
Eugene Public Schools

Mrs. Floy Pepper
Residential School Teacher - Edgefield
Lodge, Oregon

Leif Ferdal
Psychologist
ECD, University of Oregon Medical School
Oregon

CONTENT AND PRESENTATION:

The range of topics included:

- --Using volunteer "teacher moms" to work on a one-to-one basis in helping troubled children in schools.
- --The important role psychologists should play in schools.
- --How schools are failing to meet the needs of "regular" teachers *vs.* "specialists" in working with troubled children in the school setting.
- --The skills various agencies can use to help troubled children.
- --Descriptions by teachers of firsthand experiences in dealing with troubled children.

EVALUATION:

No formal evaluation was made.

POVERTY: FOUR APPROACHES - FOUR SOLUTIONS

(A Conference Sponsored by the Associated
Students of the University of Oregon)

DATES: January 27 and 28, 1966

TYPE OF TRAINEE: Attended by interested persons and students from the entire State. The Lane County Youth Project sent its total professional staff and all Board members who expressed the desire to attend.

NUMBER OF TRAINEES: A total of 92 LCYP Board and staff members attended this conference.

TRAINING CONSULTANTS:

Saul D. Alinsky
Executive Director
Industrial Areas Foundation

Robert J. Lampman
Professor of Economics
University of Wisconsin

Arthur Pearl
Professor of Education
University of Oregon

Robert Theobald
British Socio-Economist

CONTENT: Each speaker presented his particular approach to the problem of poverty. At the end of the conference, there was a panel debate among the four speakers. (Proceedings of this conference were published and are available from the Associated Students of the University of Oregon.)

EVALUATION: No formal evaluation of this conference was made. Feedback from staff, however, indicated that this conference was an excellent learning experience.

LANE COUNTY YOUTH STUDY BOARD TRAINING SESSION

DATE: February 3, 1966

TYPE OF TRAINEE: Lane County Youth Study Board members and Project staff members.

NUMBER OF TRAINEES: 55 Board members; 57 staff members

OBJECTIVES: To discuss Board and Project matters of group interest.

TRAINING STAFF:

Coordinator:

D. R. Rinehart, Chief
Training Division
Lane County Youth Project

Discussion Group Leaders:

Kenneth Polk
Director of Research, LCYP

Harry Clark
Chief, Community Development, LCYP

Richard McDevitt
Coordinator, EOA Programs, LCYP

Carolina Conn
Training Assistant, LCYP

LeRoy Owens
Chief of Education Programs, LCYP

James Merritt
Chief of Agency Programs, LCYP

CONTENT: The session began with a brief review of some of the new Project programs, particularly those funded by the Office of Economic Opportunity. The group then broke up into small discussion groups composed of Board and staff members. In these groups Board and staff had the opportunity to become better acquainted and to discuss concerns of mutual interest. The group met as a whole again to ask questions of a panel composed of the Division Group Leaders.

EVALUATION: Board members felt more involved in the Project and staff became aware of the Board's feelings about programs and policies.

MEDICARE ALERT AIDES TRAINING WORKSHOP

DATE: February 15,16,17, 1966

TYPE OF TRAINEES: Persons 65 years or older who were employed to be Medicare Alert Aides for "OPERATION MEDICARE ALERT."

NUMBER OF TRAINEES: 40

OBJECTIVES: To present task-oriented knowledge to the Medicare Alert Aides.

TRAINING STAFF:

D. R. Rinehart, Chief
Training Division
Lane County Youth Project

Theo Allen, Director
OPERATION MEDICARE ALERT
Lane County Youth Project

Donald Madsen, Field Representative
Department of Social Security Administration

Alice Collins, Staff Executive
Community Council
Portland, Oregon

CONTENT: Topics covered were:

(1) Definitions of the Program
  - New social security benefits under Medicare
  - Objectives of Medicare

(2) Definitions of Medicare Aide Role and Function

(3) Methods and Techniques of Interviewing the Elderly
  - --Defining the purpose of the interview
  - --Maintaining the focus
  - --Achieving the purpose
  - --Developing a check-list to make sure that the purpose of the interview has been achieved.

EVALUATION: No evaluation was done.

RELATED TRAINING ACTIVITIES

TRAINING LIBRARY

The Lane County Youth Project Library has been incorporated into the Training Division and will function as a meaningful component of staff training. The library has been reorganized, and a circulation system has been designed. Material is catalogued in a systematic manner and a computer program used to provide a print-out and cross-reference of all materials in the library. The Training Division is responsible for ordering books and journals so that the latest material on youth problems, poverty, and other relevant subjects can be readily available to the Lane County Youth Project staff. Explanation of current system is found in Appendix F.

PROCEDURES MANUAL

The Training Division designed a Procedures Manual for all staff which includes:

Administrative Procedures

Personnel Policies

Travel Forms and Policies

Insurance Provisions

Purchase Procedures

Other Related Material

TRAINING MATERIALS

1. Abstracts

   Journals, books, and articles coming into the library will first be reviewed by the Training Division. Pertinent abstracts will be made and distributed to staff. Book reviews where appropriate will be made and distributed.

2. Write-up of Training Sessions

   Each training session will be evaluated and a complete write-up made when possible.

3. Tapes

   The Training Division tapes all training sessions and maintains a tape library for use by staff. Most tapes, except those of confidential nature, are available for the edification of all staff.

SECTION IV: TRAINING PROGRAMS
(Second Year)

TUTORIAL TRAINING ORIENTATION

DATES: April 4, 1966

TYPE OF TRAINEE: Remedial Reading Tutors

NUMBER OF TRAINEES: 20

OBJECTIVES: To provide an orientation to Lane County Youth Project

TRAINING STAFF: D. R. Rinehart, Chief, Training Division

CONTENT AND PRESENTATION: A combination of lectures and discussions with the help of audio-visual aids

7.4.2

LCYP STAFF ORIENTATION

DATES: April 14-15, 1966

TYPE OF TRAINEE: LCYP new staff, NYC Trainees, and VISTA Volunteers

NUMBER OF TRAINEES: 19

OBJECTIVES: To provide new staff with basic understanding of LCYP

TRAINING STAFF:
D. R. Rinehart, Training Division Chief
R. E. McDevitt, Resource Development and E.O.A. Development Coordinator

CONTENT AND PRESENTATION: The material in this section, to economize on time, was presented primarily by the lecture method.

Content of the sessions included:

(a) LCYP "Overview"
(b) Policies and Procedures
(c) Philosophy and Basic Assumptions of LCYP
(d) Role and Strategy of Research
(e) Community Development Programs
(f) Educational Programs
(g) Agency Programs
(h) Youth Employment Programs
(i) Economic Opportunity Programs

EVALUATION: No formal evaluation was done

7.4.3

WORKSHOP AND DEMONSTRATION ON BASIC AND REMEDIAL EDUCATION

DATES: May 3, 1966

TYPE OF TRAINEE: Employment-related agencies' and institutions' personnel

NUMBER OF TRAINEES: 55

OBJECTIVES: To explore and demonstrate new techniques on remedial education

TRAINING STAFF:

Charles Fredrickson, Coordinator
Special Training Programs
Employment Training Center, LCYP

Stan Hushbeck, Area Education Supervisor
Valley Migrant League

LeRoy Owens, Chief
Educational Programs Division, LCYP

Alan Lundberg, Program Assistant
Training Division, LCYP

Drew Rudgear, Training Specialist
Employment Training Center, LCYP

CONTENT AND PRESENTATION: Through lectures, discussions, demonstrations, and panels.

(a) Purpose of Workshop
(b) Different approaches to serve the target youth
(c) Problems of potential dropouts
(d) Demonstrations by Lane Community College Adult Basic Education class and Employment Training Center Trainees
(e) Panel discussion

LCYP ORIENTATION FOR EUGENE

PUBLIC SCHOOL COUNSELORS

DATES:	June 21-22, 1966
TYPE OF TRAINEE:	Counselors
NUMBER OF TRAINEES:	8
OBJECTIVES:	To provide Eugene school counselors with an extensive orientation to LCYP
TRAINING STAFF:	D. R. Rinehart, Chief, Training Division Ken Viegas, Supervisor, Family Service Program LeRoy Owens, Chief, Educational Programs Division Harry Clark, Chief, Community Development Programs Division Jim Lynch, Supervisor, NYC
CONTENT AND PRESENTATION:	Seminar and lecture type presentation included: (a) General Project Overview (b) Educational Programs (c) Community Development Programs (d) Family Service Program (e) Employment Training Center (f) General Discussion
EVALUATION:	(See Appendix H in separate supplement)

7.4.5

LCYP ORIENTATION FOR NEW STAFF

DATES:	June 23-24, 1966
TYPE OF TRAINEE:	Staff, NYC Trainees, and VISTA
NUMBER OF TRAINEES:	18
OBJECTIVES:	To provide new staff with basic understanding of LCYP and its two inter-related programs on Juvenile Delinquency and poverty
TRAINING STAFF:	D. R. Rinehart, Chief, Training Division R. E. McDevitt, Resource Development and E.O.A. Coordinator
CONTENT AND PRESENTATION:	Through lectures, discussion, and the use of audio-visual and printed material, the group was presented with: (a) LCYP's background as a Juvenile Delinquency Demonstration Project and its role as a Community Action Agency for anti-poverty programs for the county; philosophies behind these programs (b) Orientation to Research and Program divisions
EVALUATION:	No formal evaluation

7.4.6

COMMUNITY ORGANIZATION ACTION PROGRAM (COAP)

STAFF ORIENTATION

DATES: July 8 and 11th, 1966

TYPE OF TRAINEE: COAP Supervisor, Coordinators, Program-Aides and VISTA

NUMBER OF TRAINEES: 28

OBJECTIVES: To provide an orientation to Lane County Youth Project, its dual role as Juvenile Delinquency Demonstration project and Community Action Agency (CAA)

TRAINING STAFF:
D. R. Rinehart, Chief, Training Division
R. E. McDevitt, Resource Development and E.O.A. Coordinator

CONTENT AND PRESENTATION: Lecture and discussion methods with printed material presentation included:

(a) General Project orientation
(b) Background on the role of LCYP as CAA
(c) Educational Programs
(d) Community Development Programs
(e) Family Service Program
(f) Employment Training Center
(g) General Discussion

EVALUATION: No formal evaluation

COAP STAFF IN-SERVICE TRAINING

DATES: August 3, 1966

TYPE OF TRAINEE: Program staff of COAP

NUMBER OF TRAINEES: 30

OBJECTIVES: To provide Staff a better understanding of the goals of COAP in relation to LCYP

TRAINING STAFF:
Edgar Brewer, Project Director, LCYP
D. R. Rinehart, Chief, Training Division
R. E. McDevitt, Resource Development and E.O.A. Coordinator
Kevin Collins, Program Supervisor, COAP
Arthur Pearl, Professor of Education, University of Oregon
Tom Wilson, Member, Metropolitan Steering Committee, Portland, Oregon (CAP Board)

CONTENT AND PRESENTATION: Lecture and seminar presentation included:

(a) Overview of LCYP

(b) LCYP's relationship to COAP

(c) Problems of low income families

(d) The involvement of the poor in the planning and development of OEO programs

(e) COAP Program activities

EVALUATION: No formal evaluation

JUVENILE COURT SUMMER INSTITUTE

DATES: August 15-19, 1966

TYPE OF TRAINEE: Juvenile Court Judges, Directors and Probation Officers, Law Enforcement Personnel, School Counselors, Welfare Supervisors and Workers, University Students (graduate and undergraduate), and LCYP Staff

NUMBER OF TRAINEES: 160 (20 LCYP staff)

OBJECTIVES: The theme of the Institute was "Priority Planning in Juvenile Corrections: A Design for Strategic Action." The main objective of the institute was to exchange and promote ideas and techniques concerning delinquency and corrections.

TRAINING STAFF: Director of Institute, D. R. Rinehart, Chief, Training Division, LCYP

SPEAKERS:

William T. Adams, Associate Director, Joint Commission on Correctional Manpower and Training - Washington, D. C.

Hon. Ralph M. Holman, Oregon Supreme Court Justice - Salem

Hon. D. L. Penhollow, President, Oregon Juvenile Court Judges Association

George Randall, Director, Oregon Division of Corrections - Salem

SYMPOSIUM PARTICIPANTS:

F. Gordon Cottrell, Attorney at Law - Eugene

Robert H. Fraser, Attorney at Law - Eugene

James L. Hershner, Attorney at Law - Eugene

V. K. Jensen, Director, Field Placement Program, Center for Social Service Training, University of Oregon

Hon. Edward Leavy, Circuit Court Judge, Lane County, Eugene

SYMPOSIUM PARTICIPANTS:
(Continued)

Duane Lemley, Consultant
Oregon Council on Crime & Delinquency - Portland

Robert J. McCrea, Attorney at Law - Eugene

James E. Merritt, Chief, Agency Programs,
Lane County Youth Project - Eugene

Joseph L. Thimm, Community Consultant,
Oregon Division of Corrections - Salem

DISCUSSION GROUP LEADERS:

Stan Hulbert, Delinquency Prevention Consultant,
Division of Community Services, State of Washington

Mary Lou Hoefer, Case Work Supervisor,
Lane County Juvenile Department--Eugene

Robert J. Lee, Case Aide Coordinator,
Lane County Youth Project--Eugene

Gary Mackie, Family & Child Welfare Specialist,
United Good Neighbors - Eugene

Ron Marshall, Director,
Tillamook County Juvenile Department - Tillamook

Kay Ostrom, Director,
Marion County Juvenile Department - Salem

WORKSHOP LEADERS:

Steve Bulfinch, Research Analyst,
Lane County Youth Project,
Lane County Juvenile Department - Eugene

John Koval, Chief, Research Operations,
Lane County Youth Project - Eugene

Carl Erickson, Director,
King County Juvenile Court, Seattle

William Wasmann, Managing Editor,
Eugene *Register-Guard*

Hon Joseph B. Felton, Circuit Court Judge,
Marion County - Salem

James G. Welch, Managing Editor,
Salem *Capitol Journal*

Gerald Jacobson, Assistant Director,
Lane County Juvenile Department - Eugene

Robert T. Hunt, Juvenile Counselor,
Lane County Juvenile Department - Eugene

Riley Hunter, Juvenile Counselor,
Lane County Juvenile Department, Eugene

CONTENT AND PRESENTATION:

Day One - "Correctional Manpower Needs: A Challenge for Action," William T. Adams

Symposium, "Manpower: A Look at Recruitment, Training, Deployment"
Participants: Duane Lemley, Joseph Thimm
Moderator: V. K. Jensen
Discussion Groups

Day Two - Symposium, Session II, "Manpower: A Look at Recruitment, Training, Deployment"
Discussion Group Meetings
Panel (Discussion group leaders)
Moderator: James E. Merritt

Day Three - Special Interest Workshops

a) "Computer and Data Analysis in the Decision-Making Process" Leader: Steve Bulfinch

b) "Juvenile Conference Committee"
Leader: Carl Erickson

c) "Corrections and the News Media"
Leader: William Wasmann

d) "Assessments and Trends in Institutional and Community Treatment"
Leader: Gerald Jacobson

Day Four - Special Interest Workshops

a) Same as Day Three

b) Same as Day Three

c) Same as Day Three

d) Same as Day Three

Symposium - Session I
"Juvenile Judicial Processes and the Legal Rights of Parents and Children"
--Notice and Attendance of Witness
--Petitions
--Records and Evidence
--Severance of Parental Rights

Participants: Robert J. McCrea, F. Gordon Cottrell, Robert H. Fraser, James L. Hershner

Moderator: Hon. Edward Leavy

Discussion Group Meetings

Evening Speaker - George Randall
"Priority Planning in Oregon Corrections"

CONTENT AND PRESENTATION: (Continued)	Day Five - Symposium - Session II (Continuation of Thursday) Discussion Group Meetings Luncheon Speaker - Hon. Ralph M. Holman "Recent Developments in the Constitutional Rights of Juveniles"
PROCEEDINGS:	The Proceedings are currently being prepared

LCYP STAFF ORIENTATION

DATES: September 1-2, 1966

TYPE OF TRAINEE: New staff, including Youth Consultants

NUMBER OF TRAINEES: 16

OBJECTIVES: To provide new staff with basic understanding of LCYP

TRAINING STAFF:
D. R. Rinehart, Chief, Training Division
Kevin Collins, Program Supervisor, COAP
Phil Wilson, Family Aide, FSP

CONTENT AND PRESENTATIONS: (See other staff orientations)

EVALUATION: (See Appendix J in separate supplement)

LCYP ORIENTATION FOR JUNIOR LEAGUE AND JUNIOR SERVICE LEAGUE OF EUGENE

DATES:	October 6, 1966
TYPE OF TRAINEE:	Members of Junior League and Junior Service League of Eugene
NUMBER OF TRAINEES:	200
OBJECTIVES:	To provide an orientation to the goals, purposes, and programs of LCYP
TRAINING STAFF:	D. R. Rinehart, Chief, Training Division
CONTENT AND PRESENTATION:	Lecture, printed material, and question-answer period through which overview of LCYP and brief description of the various Programs were presented
EVALUATION:	No formal evaluation

7.4.15

LCYP STAFF ORIENTATION

DATES: October 13-14, 1966

TYPE OF TRAINEE: New Staff

NUMBER OF TRAINEES: 22

OBJECTIVES: To provide new staff with basic understanding of LCYP

TRAINING STAFF: D. R. Rinehart, Chief, Training Division
R. E. McDevitt, Resource Development & E.O.A. Coordinator

CONTENT AND PRESENTATION: (See other staff orientations)

EVALUATION: No formal evaluation

SECOND ANNUAL HEALTH DAY 1966

DATES: October 27, 1966

TYPE OF TRAINEE: Interested civic and service leaders and related private and public agencies' personnel

NUMBER OF TRAINEES: 253

OBJECTIVES: To inform the citizens of community health problems and assist in bringing about solutions

TRAINING STAFF/CONSULTANTS: (This also includes the names of workshop leaders, panel moderators, and resource people)

D. R. Rinehart, Chief, Training Division
Chairman, Health Day 1966

Dr. Clifford R. Josephson, Executive Director
Federation of Jewish Social Services
Consultant and Lecturer in Community Organization
Oregon State System of Higher Education

Dr. Robert O. Johnson, Chairman
Department of Psychiatry
Sacred Heart Hospital - Eugene

Dorine Loso, Mental Health Consultant
U. S. Public Health Service - San Francisco

Robert Prairie, Health Facilities Consultant
Division of Mental Health
Oregon State Board of Control

Dr. James Morris
Chief of Pulmonary and Infectious Diseases
Veterans' Administration Hospital - Portland

Dr. Roderic Gillilan, Chairman
Lane County Community Health Council

Herbert Bisno
Professor of Sociology & Social Welfare
University of Oregon

Lyle Swetland, Member, Board of Directors
Lane Community College and Lane County
Youth Study Board

TRAINING STAFF/CONSULTANTS:

Dr. Clifton Baker, Chairman
Board of Directors
Lane County Rehabilitation Council

Howard Speer, Eugene Attorney
Member, Board of Directors
Lane County Community Health Council

Jess Hill, Chairman
Lane County Board of Commissioners

Ervin M. Molholm, Director
Lane County United Appeal

Dr. Wesley G. Nicholson, President
Lane County Youth Study Board

Gerald Jacobson, Assistant Director
Lane County Juvenile Department

Dr. Alan Scott, Psychiatrist
Lane County Mental Health Clinic

Byron Price, General Manager
Eugene Water and Electric Board

James S. Witzig, Psychologist
Lane County Mental Health Clinic

John Stoner, Chief Sanitarian
Lane County Health Department

Vern Adkison
Lane County Air Quality Control Officer

Paige Hall
Lane County Extension Agent

Kenneth Viegas, Program Supervisor
Family Service Program
Lane County Youth Project

Wendall Gray, Acting Director
Pacific Northwest Water Laboratory
General Water Pollution Control Administration
Oregon State University

Dale Curry, Secretary
Lane County Pharmaceutical Association

CONTENT AND PRESENTATION: (See Appendix M in separate supplement)

EVALUATION: No formal evaluation

7.4.18

THE FACE OF POVERTY IN LANE COUNTY

(Two Public Meetings Sponsored
by the Lane County Youth Study Board)

DATES:	January 12 and 19, 1967
TYPE OF TRAINEE:	Community-at-large, including civic and service leaders, representatives of public and private institutions and agencies, political leaders, local, county, state, and regional government officials, clergy, educators, VISTA in training at the University of Oregon, and Program recipients of Lane County Youth Study Board Programs
NUMBER OF TRAINEES:	1,300
OBJECTIVES:	To inform the general community as well as LCYS Board members on the nature and extent of poverty in Lane County and past, present, and possible future solutions to poverty problems
TRAINING STAFF:	Coordinator, D. R. Rinehart, Chief, Training Division, LCYP Dr. Wesley Nicholson, President; Mrs. Edith Maddron, Secretary; Mr. Winfield Atkinson; Mr. Lyle Swetland, members of the Board of Directors, Lane County Youth Study Board Anant Chavan, Information Specialist, LCYP Frank Johnson, Program Supervisor Youth Consultant Program, LCYP Alan Lundberg, Training Assistant, Training Division, LCYP Nicki Skotdal, Program Analyst, Youth Consultant Program, LCYP Doris Stubbs - Margaret Johnson - Jon Jennings - Margie Shields - Richard Hand - Ralph Mealer - Youth Consultants, LCYP
OTHER LCYP STAFF RESOURCE PARTICIPANTS:	(Note: The staff of all the divisions was mobilized to contribute directly or indirectly to several areas of planning and development during the actual sessions. The following list is just a representative sample of staff involvement.)

OTHER LCYP STAFF RESOURCE PARTICIPANTS: (Continued)

Edgar Brewer, Project Director, LCYP

LeRoy Owens, Chief, Educational Programs, LCYP

James Merritt, Chief, Agency Programs, LCYP

Harry Clark, Chief, Community Development Programs, LCYP

Robert Campbell, Chief, Youth Employment Training, LCYP

Richard McDevitt, Resource Development and E.O.A. Coordinator, LCYP

Ken Viegas, Program Supervisor, Family Service Program, LCYP

Kevin Collins, Program Supervisor, COAP

Joeyl Jones, VISTA Supervisor, LCYP

Ruth MacEwan, Administrative Assistant, LCYP

LCYS BOARD PARTICIPANTS:

Members of Lane County Youth Study Board were involved in several areas including information dissemination, program development planning, and participation.

Mr. Winfield Atkinson, member of the Board of Directors, worked with the Program Committee during the planning, development, and operations phases. The Planning Committee, which included Board, Staff, and program recipients met approximately three times a week for one month prior to the Conference.

PROGRAM PARTICIPANTS: (Members of low-income families)

Gayle Ballinger; May Courtright; Murrile Couturier; Eugene James; Jim Longbine; Glenellen Morgan; Emma Mosley; Hazle Stucky; Doris Tilton; George Tilton; Jan Tucker; Fae Vosgien; Peggy Yilek; John Yilek; Bob Ross; Barbara Evans; Pat Duckworth; Larry Duckworth; Larry Smith

CONTENT AND PRESENTATION: "NATURE AND EXTENT OF POVERTY IN LANE COUNTY"

--Thursday, January 12, 1967--

GREETINGS: --Dr. Wesley G. Nicholson,
President, Lane County Youth
Study Board

"A BRIEF LOOK AT LANE COUNTY POVERTY"
(Slide Presentation)

Narrator: --Mr. Lyle Swetland,
Member, Lane County Youth Study
Board of Directors

"PROBLEMS OF LOW-INCOME FAMILIES IN LANE COUNTY"
(Panel Discussion by members of low-income families)

Moderator: --Mrs. William Maddron, Secretary,
Lane County Youth Study Board of
Directors

QUESTION-ANSWER PERIOD
Based on panel discussion

CLOSING REMARKS
--Dr. Wesley G. Nicholson

CONTENT AND PRESENTATION: (Continued)

"PAST, PRESENT, AND POSSIBLE FUTURE SOLUTIONS TO LOCAL POVERTY PROBLEMS"

--Thursday, January 19, 1967--

GREETINGS

--Dr. Wesley G. Nicholson,
President, Lane County Youth
Study Board

"A BRIEF LOOK AT PROGRAM ACTIVITIES"
(Slide Presentation)

Narrator: --Mr. Lyle Swetland,
Member, Lane County Youth Study
Board of Directors

"LOW-INCOME FAMILIES AND THE PROGRAMS"
(Panel discussion by members of low-income families)

Moderator: --Mrs. William Maddron, Secretary,
Lane County Youth Study Board of
Directors

QUESTION-ANSWER PERIOD
Based on panel discussion

CLOSING REMARKS
(Future plans and community relationships)

--Dr. Wesley G. Nicholson

EVALUATION SUMMARY:

Questionnaires were constructed to measure whether Program objectives were attained.

Assuming that questionnaire respondents represented a cross-section of those attending the two public meetings, we have found that the presentation accomplished the following:

1. Provided new information to the public.
2. Increased public concern with the problems of the poor.
3. Elicited or maintained support for Lane County Youth Study Board-sponsored programs and for the work of the Board itself.
4. Used effective methods of program presentation, particularly the panel of persons who had experienced poverty themselves, in providing an understanding of the problems of the poor and program activities.
5. Provided motivation for the majority of attendees at the first meeting to return for the second session.

(For details, see Appendix K and Appendix L in separate supplement)

SECTION V: RELATED TRAINING ACTIVITIES

A. TRAINING LIBRARY

The Lane County Youth Project Library has been incorporated into the Training Division and functions as a meaningful component of staff training. Material is catalogued in a systematic manner. The Training Division is responsible for ordering books and journals so that the latest material on youth problems, poverty, and other relevant subjects can be readily available to the Lane County Youth Project staff. (Explanation of current system is found in Appendix F in separate supplement.)

B. PROCEDURES MANUAL

The Training Division designed a Procedures Manual for all staff which includes information on:

--Administrative Procedures
--Personnel Policies
--Travel Forms and Policies
--Insurance Provisions
--Purchase Procedures
--Other Related Material

C. TRAINING MATERIALS

1. Abstracts. Journals, books, and articles coming into the library were first reviewed by the Training Division. Pertinent abstracts were made and distributed to staff. Book reviews where appropriate were made and distributed.

2. Write-up of Training Sessions. Each Training Session was evaluated, formally or informally, and a complete write-up made when possible.

3. **Tapes.** The Training Division taped all training sessions and maintained a tape library for use by staff. Most tapes, except those of confidential nature, were available for the edification of all staff.

4. **Resource Development.**

a) Proposal development and consultation with the Office of Juvenile Delinquency and Youth Development resulted in a 12-month training grant ($59,602 with a provision for a 6-month extension) beginning July 1, 1966.

The grant is being used for an experimental training program entitled "Orientation to Youth Problems: A Community Training Program," which will train persons in community agencies and organizations in order that they might have a greater understanding of problems and needs of the community's young people.

The Training Division has employed young people to be Youth Consultants to service agencies, civic organizations, industry, business, school boards and administrators, and Lane County Youth Project staff, all of whom need to be concerned with youth problems. These consultants represent both those youth who have delinquency records, those from minority groups, in-school alienated youth, and the school dropout. Training will alert community institutions to what youth and their problems are and will encourage them to effect change so as to create new opportunities for all youth. (See Appendix N in separate supplement.)

b) Developed and submitted to the Law Enforcement Assistance Office, U. S. Department of Justice, the "Training Materials Development Project" proposal. It was approved and will be funded from May 1 to August 31, 1967, for the development of training materials for correctional personnel, and particularly for those in rural-small city areas.

c) Developed and submitted to the Office of Juvenile Delinquency and Youth Development the "Community Implementation of Youth Development Programs in Rural Small-City America: An Inter-Agency Community Training Proposal." It is to conduct a one-year training program designed to disseminate Project findings in a manner to inspire the development of LCYP-type programs demonstrated to be effective in the alleviation of the problems of alienated youth and their families. The proposal now is pending. (See Appendix O in separate supplement.)

D. COMMUNITY RELATED ACTIVITIES

1. Participated in Western Interstate Commission for Higher Education planning meeting for staff service training for Oregon correctional personnel.

2. Provided audio-visual aid and technical training assistance to numerous Community Action Programs.

3. Participation by Training Chief in Northwest Regional Conference of the Child Welfare League of America Workshop, "Utilization of Pre-Professional Manpower."

4. Other:

    a) Lane County Community Health Council
    (Training Chief, member Board of Directors)

    b) Mental Health Survey (Training Chief, Co-chairman)

    Study which included an assessment of mental health services, resources, and needs in Lane County. The study committee included 80 professional and lay citizens who spent one year in gathering material on which to base their recommendations to the Health Council.

    c) Buckley House Study (Training Chief, Chairman)
    (Alcoholic residential treatment facility)

SECTION VI: EVALUATION

The impact of training activities on the Lane County Youth Project, its Board and the general community could not be formally evaluated. Only a limited amount of Program Analyst's time was provided from the Agency Programs Division for questionnaire design and data analyses. These analyses provided feedback materials from a sample of In-Service Training sessions and assisted in necessary modification and redesigning of training programs so as to meet constantly changing needs of staff. (See Appendices in separate supplement for further evaluative details.)

It is felt that the training programs have had real impact on Project staff and the community as a whole; however, the course of developments forced many original commitments to remain unfulfilled.

CHAPTER VIII

A REVIEW OF THE LANE COUNTY YOUTH PROJECT: SUMMARY AND CONCLUSIONS

CHAPTER VIII: A REVIEW OF THE LANE COUNTY YOUTH PROJECT

Section 1 Introduction to the Project and the Community

I. Background

The Lane County Youth Project was established in August, 1962 under the sponsorship of the Lane County Youth Study Board (LCYSB), a private, non-profit corporation. The initial impetus for the Project came from the Lane County Circuit Court, its Juvenile Advisory Council, and Dr. Kenneth Polk, of the Department of Sociology of the University of Oregon.

The corporation was composed of a group of 60 Lane County citizens who were concerned about delinquency and youth problems and who wished to use the opportunities for delinquency prevention and treatment possible under the federal Juvenile Delinquency and Youth Offenses Control Act of 1961.

After submission of a proposal to the President's Committee on Juvenile Delinquency (PCJD) a research and planning grant was awarded for the 18-month period August, 1962 to February, 1964. A review of juvenile delinquancy literature, field research in Lane County, and planning with community organizations and agencies were the bases for the demonstration proposal submitted to PCJD. A three-year program was approved by a national review panel established by PCJD and subsequently funded by the Office of Juvenile Delinquency (OJD). OJD was established in the U.S. Department of Health, Education, and Welfare to administer the delinquency demonstration and training grants authorized by the Juvenile Delinquency and Youth Offenses Control Act.

The research, planning, and resulting demonstration programs have been sponsored and governed by the Lane County Youth Study Board. Through its 24 Directors, the Board has exercised responsibility as the corporate entity and policy-making body for the Project. During the four and one-half years since the beginning of the planning period the Board has met every second or third month. The Directors have met on an average of at least once a month, and their Executive Committee has met weekly for the past two years. Members have also served on numerous ad hoc committees.

Board members have spent thousands of hours as policy makers, program advisors and interpreters. Without this community sponsorship, an endeavor such as the Lane County Youth Project which involves elements of experimentation, community service, and social change could not be carried out.

In February, 1964 the demonstration programs began. Subsequently, programs were put into action in the following major areas:

Education
Youth Employment
Community Agencies
Community Development
Training
Research and Evaluation

The present document presents a description and, when possible, an evaluation of these programs. In each section, the program will be described with enough detail to give the reader some conception of the intent of the program and how it was carried out in the field. Where evaluation data are available some assessment of the impact of the program will be provided.

A. The Setting

The Project had for its setting, Lane County, and especially three types of cities in the County. Lane County is a large and geographically diverse area located in western Oregon, midway between the Columbia River to the north and the California state line to the south. Its boundary is a 30-mile coastline on the Pacific Ocean on the west and extends to the summit of the Cascade Mountains 120 miles to the east. Within its boundaries are portions of two mountain ranges, as well as the upper end of the Willamette Valley. Approximately one-third of Lane County's 4,532 square miles (nearly equal to the State of Connecticut in area) is fertile valley land and much of the remainder is heavily timbered, hilly or mountainous terrain. About a dozen large lakes and reservoirs, along with an extensive river system, all fed by a heavy annual rainfall, contribute to the natural resource material found in this county.

Nearly 60% of Lane County's 181,000 residents in 1960 lived in and around the Eugene area. The remaining 40% were concentrated in other rural communities ranging in size from 4,000 (Cottage Grove) to 545 (Lowell and other rural areas). The overwhelming majority of this population is native-born, white, Anglo-Saxon American with ethnicity playing a minor role in the social life of the county's inhabitants. Unlike some other parts of the state, this county has almost no Negro or Indian population. Lane County had been and continues to be a growing area in the state of Oregon. A population increase of nearly 30% has occurred in the decade from 1950 to 1960. This rate of growth is more rapid than that of the Portland metropolitan area, the State of Oregon, or the nation as a whole. It is lower, however, than the growth rate of similar areas in the Western United States.

Lane County's 1960 labor force of 58,000 makes it the second largest in Oregon and the fifth largest in the Pacific Northwest. Its economic life is heavily dependent upon the lumber industry in its rural areas and production work is found mostly in this industry. One out of every four individuals in the labor force receives his livelihood through work in lumber and wood products; eight out of every ten manufacturing jobs in the area result from lumber and wood products raw material. Service occupations and retail trades employ another 15% of the county's labor force. These three areas alone provide employment for nearly 60% of the total labor group. Agricultural harvest work and food processing create 12,000 to 15,000 jobs during the summer peak and provide work for many temporary labor force entrants. Year-round jobs in agriculture number about 2,500 and food processing about 1,000. Construction, public education and transportation comprise the remaining bulk of the employed.

In the expanding county economy, the hallmark is one of more job opportunities at higher skill levels, in all segments of employment save one. Agricultural harvest work and food processing have experiences a 40% employment decline in the past ten years. Prospects continue that a still smaller work force will be needed to harvest and process a greater quantity of agricultural products. A great majority of young entrants into the world of work from this agricultural area will be required, by necessity, to find employment elsewhere. Only those areas requiring specialized training offer good job prospects. Opportunities in other, less skilled occupations are not so promising. There are usually plenty of local people who can fill these jobs, and the less skilled jobs are expanding rather slowly, if at all.

B. Criteria for the Selection of Demonstration Areas

The primary purpose of the Lane County Youth Study Project was the planning of a major demonstration project aimed at the prevention and control of delinquency and related youth problems in both rural and small city settings. A fundamental consideration in the selection of demonstration areas of this county, then, was in their transferability. A concerted attempt had been made to study those areas and aspects of the problem which permit generalization of the findings to rural and small city settings throughout the

United States. Preceding the selection of demonstration areas, a fourfold set of criteria was established to provide a rigorous and rational basis for selection.

1. The areas should be representative of a great number of areas in Lane County, in Oregon, and throughout the United States.
2. The areas should be diversified, and a variety of types were selected: a representative small city area; a rural-farm area; and a rural non-farm area.
3. The areas should be accessible, both geographically and in terms of program potential. For an effective program the project staff must have access to the target population.
4. Common patterns of problem behavior should exist within the areas. That is, youth problems in the demonstration areas should be common to those found in other regions of the country.

In order to select areas which met the criteria of representativeness and diversification, an analysis was made of the overall population characteristics of Lane County, including data dealing with: (1) socio-economic factors, such as occupational distribution, income characteristics, amount of education; (2) family factors, such as the number of both parents living with children, number of children, the extent to which mothers work, the number of married persons; and (3) housing and residence characteristics pertaining to the amount of residential mobility, the amount of home ownership, and the extent of overcrowding and dilapidation.

The accessibility of areas was established through a series of interviews by the program staff with various agency personnel, local community officials, and influential citizens. The patterns of problem behavior of areas were determined by an extensive examination of Juvenile Department records, covering a three-year period, and supplemented with other records from Law Enforcement, the Welfare Department, the Health Department, State

Employment Service and schools.

C. The Demonstration Areas

Once these three relevant pieces of background research were completed and assessed, the Youth Project staff prepared a report for the Lane County Youth Study Board that concluded with the recommendation of three areas for the location of demonstration projects. These were: (1) the southern portion of the city of Eugene which was considered to be characteristic of the diversity found in small cities; (2) Junction City, a dozen miles north of Eugene, demonstrated a complex of characteristics typical of a rural-farming community; and (3) Oakridge, approximately 45 miles southeast of Eugene on the Willamette River, representing a rural non-farm demonstration area. The major employment of the Oakridge labor force was in lumber.

1. The South Eugene Demonstration Area. The city of Eugene lies at the southern end of the Willamette Valley on the Willamette River. It is the county seat and by far the largest city in the county. The city, incorporated in 1846, has experienced steady growth and in the 1960 census surpassed Salem, the state capitol, to become the second largest city in the state with a population at that time of 51,000. There has been an even more rapid growth in the suburban fringe and in the town of Springfield, adjacent to Eugene.

Eugene itself, as the center for hinterland of many thousands of square miles, has a highly diversified occupation structure. Forty per cent of its 20,000 labor force is equally employed in service and retail trades. Another third of the work force is nearly equally divided among public education, the manufacturing of lumber and wood products, communications and utilities. A lesser but significant proportion of employment is found in construction, finance and wholesale trade.

The south Eugene demonstration area included the southern portion of the city and its suburbs. Within its confines were located the downtown business district, the University of Oregon, a major high school of 1,800 students and four "feeder" junior high schools. Its approximate population of 35,000 residents, less than 20% of the county total, contributed 40% of all delinquent referrals. Within its tract areas we found one of the highest median income groups in the community ($7,448); in another, the lowest ($4,549).

Some relevant characteristics of the adolescents in this demonstration area are outlined below. Data were obtained from questionnaires submitted to high school youth in 1963:

1. A 50-50 split existed between white collar and blue collar fathers; one quarter were employed as major professionals.

2. There was a general level of good academic performance and interest in the South Eugene adolescents, and a strong orientation to college.

Junction City Demonstration Area

Junction City is a farming-trade community 13 miles north of Eugene. It is situated on flat land in the upper Willamette Valley, with the closest hills several miles away. In comparison with other towns in Lane County, Junction City has been a slow-growing, stable community due in great part to the firm agricultural base of its economy. Its population has increased by only a few hundred in the past ten years, with the growth occurring in areas other than agriculture, which is an ever-decreasing market for employment. Incorporated in 1872, it is one of the few Oregon towns with a pronounced ethnic flavour, in this case, Swedish and Danish. The Scandinavian Festival Association sponsors an annual summer pageant which is a high point in the town's social life.

The business district has changed very little in the past decade. While the population has increased somewhat, Eugene's nearness has made it a growing attraction for shipping purposes and prevented any corresponding increase in Junction City's local business. A significant proportion of the community is, however, employed in the retail trades and lumber industry in and around Eugene. As of 1963, less than one quarter of the youths' fathers had white collar employment and only 3% were major or minor professionals, higher executives, etc. A good level of academic performance, orientation to academic interests and college, with some feeling of dissatisfactions towards the school itself, was found in this adolescent population.

Oakridge Demonstration Area

Oakridge, 43 miles southeast of Eugene, is situated in a narrow valley of the middle fork of the Willamette River and is surrounded by rugged and beautiful fir-timbered hills.

The census figures for Oakridge showing a 1962 population of 2,165 compared with 1,572 in 1950, are apt to be misleading since an adjacent area along the highway known as Willamette City has a population of 1,800. This area was annexed to Oakridge in 1966. The Willamette City district is in effect a part of Oakridge and is in the same school system. This population, plus that of other adjacent areas,brings the total to 5,500 people in the demonstration area.

The pre-World War II population consisted of railroad employees, loggers, and a few tradesmen and ranchers. In the 1940's, two large lumber mills were established in the area and these have provided the major sources of permanent employment since that time. At present, over 1,000 jobs are provided by these two mills and over 40% of the labor force in Oakridge is so employed.

The history of Oakridge has been a series of ups and downs with comparative booms in 1924 (the railroad), 1950 (a 47-million dollar dam project), and 1960 (a new lumber mill). The town has recently gone through a slack period, but a new 3-million dollar chipboard mill suggests another upturn. Significantly, the mill is highly mechanized and will provide jobs for only 50 employees.

The tourist business is rapidly increasing in importance in this area. The scenic beauty and recreational potential of the Oakridge area is great, but the latter is virtually undeveloped. Its future development is necessary to supplement lumber production in providing a future for the town.

1. In 1963, approximately one-sixth of the parents of the adolescents were employed in white collar occupations and slightly less than 60% in skilled or semi-skilled manual occupations.

2. Adolescents in this area coupled a general dissatisfaction with the school community and school system with a general level of good academic performance and interest and reported a strong orientation to college. An important proportion of this population, however, felt less than adequate in its academic performance and professed little or no interest in the academic world.

II. Rationale

A. The Small Community

As we look at the problems found in these non-metropolitan communities, we do so knowing that we are becoming an increasingly urban nation. The growth of the urban population is not a result of a simple increase in population in the largest cities. The proportion of the population residing in cities over one million has actually declined since 1930 (from 12.3 per cent then to 9.8 in 1960). The great increase in the urban population that has occurred in recent years is to be accounted for in the growth of small rather than large cities.

While it is true that many of these growing cities are satellites of large metropolitan centers, they nonetheless will exhibit patterns of youthful deviance which in all probability are different from those found in the slums of the urban centers. The Lane County Youth Project realized that the organization of deviance, and the organization of the community itself, was different enough so that community action taken to prevent or control such behavior in these non-metropolitan areas, as well as in more rural settings, would require a different focus and strategy than that enunciated for the larger metropolitan communities.

B. Delinquency in Non-Metropolitan Areas: A Description

However much lower the rates of deviance might be in non-metropolitan areas, they still reflect the presence of a problem of public concern. Recent evidence suggests that even in non-metropolitan communities as many as one in five youngsters is delinquent sometime before he reaches adulthood.[1] The lower rates, in other words, should not blind us to the fact that large numbers of individuals do engage in delinquent activities outside megalopolis.

Considerable evidence has been amassed showing that non-metropolitan delinquency differs in character as well as incidence. Earlier studies of delinquency have suggested that rural youth in general commit offenses of a less serious nature than do their urban counterparts. Not only are the acts less serious, but, as we might expect, one uniform finding is that delinquency youth from non-metropolitan areas are much less sophisticated in their delinquencies than are the urban boys. Clinard has found that rural offenders do not exhibit the characteristics of a definite criminal social type as defined by: (a) an early start in criminal behavior, (b) progressive knowledge of criminal techniques and crime in general, (c) crime as the sole means of livelihood, and (d) a self-concept of being a criminal.[2] Partial support for these findings is contained in the work of Lentz who reports that rural offenders were less likely to be repeat offenders and that they displayed much less knowledge of criminal practices in the commission of their offense.[1] Among rural youth, the existence of a distinct criminal or delinquent subculture is reported only rarely.

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[1] Current studies in Lane County, Oregon, indicate that among male graduates of 13 small city and rural high schools in Lane County, approximately 19.5 per cent have had at least one delinquency referral to the juvenile court. This is comparable to estimates of John C. Ball, et al., "Incidence and Estimated Prevalence of Recorded Delinquency in a Metropolitan Area," American Sociological Review, 29 (February, 1964), pp. 90-93.

[2] Marshall B. Clinard, "Rural Criminal Offenders," American Journal of Sociology, 50 (July, 1944), pp. 38-50.

1. Non-Metropolitan Delinquency: The "Locking-out" Process

While this descriptive information is useful in providing some understanding of the general nature of the delinquency problem in non-metropolitan communities, such as Lane County, development of a program depends much more on an understanding of the forces within the community that generate this behavior. Of many possible relevant factors, sociologists have long been concerned with the importance of social class position in the development of delinquency.

Cicourel and Kitsuse had suggested the importance of a specific dimension regarding the changing function of the school, namely, the preparation of youth for college:

> The differentiation of college-going and non-college-going students defines the standards of performance by which they are evaluated by the school personnel and by which students are urged to evaluate themselves. It is the college-going student more than his non-college-going peer who is continually reminded by his teachers, counselor, parents, and peers of the decisive importance of academic achievement to the realization of his ambitions and who becomes progressively committed to this singular standard of self-evaluation. He becomes the future-oriented student interested in a delimited occupational specialty, with little time to give thought to the present or to question the implications of his choice and the meaning of his strivings./2

It is within this framework that the functional relationship between class background and school behavior may be changing:

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[1] William P. Lentz, "Rural-Urban Differentials and Juvenile Delinquency," Journal of Criminal Law, Criminology, and Police Science, 47 (October, 1956), pp. 331-339.

[2] Aaron V. Cicourell and John I. Kitsuse, The Educational Decision-Makers, New York: Bobbs-Merrill, 1963, p. 145.

> ...we suggest that the influence of social class upon the way students are processed in the high school today is reflected in new and more subtle family-school relations than the direct and often blatant manipulation of family class pressure documented by Hollingshead....Insofar as the high school is committed to the task of identifying talent and increasing the proportion of college-going students, counselors will tend to devote more of their time and activities to those students who plan and are most likely to go to college and whose parents actively support their plans and make frequent inquiries at the school about their progress--namely, the students from the middle and upper social classes./1

Such a view emphasizes the role of the school in the life of the individual, and focuses us on the question of the consequences (especially delinquency) that accrue to those who are unable to achieve within that system.

In "Valley City," for example, Call reports that delinquent youth not only were likely to do poor academic work, but they were less likely to participate in school activities and more likely to see themselves as outsiders in the school setting.[2]

For such youth the future (including employment), begins to take on a different meaning. If they lack an orientation to the future, and appear unwilling to defer immediate gratifications in order to achieve long-range future goals, it may be that they see fairly clearly that for them there is little future. Pearl suggests that such youth:

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[1] Aaron V. Cicourell and John I. Kitsuse, The Educational Decision-Makers, New York: Bobbs-Merrill, 1963, p. 144-145.

[2] Donald J. Call, "Delinquency, Frustration, and Non-Commitment," unpublished Ph.D. dissertation, University of Oregon, Eugene, Oregon, 1965.

> ...develop a basic pessimism because they have a fair fix on reality. They rely on fate because no rational transition by system is open to them. They react against schools because schools are characteristically hostile to them./1

The hostility engendered is not simple individual hostility. While a professional criminal culture may not exist in non-metropolitan areas, there seems to occur a "trouble-making" subculture which may have its roots in the "locking-out" process of the school.

Pearl expresses the role such procoess play in enabling youngsters to cope with the "locking-out" process:

> A limited gratification exists in striving for the impossible and as a consequence poor youth create styles, coping mechanisms, and groups in relation to the systems which they can and cannot negotiate. Group values and identifications emerge in relation to the forces opposing them./2

The point of this discussion is that these youth are not passive receptors of the stigma that develops within the school setting. When locked out they respond by seeking out an interactional setting where they can function comfortably. The fact that the resulting subculture has built-in oppositional forces becomes an important aspect of the delinquency problem encountered in a community. We deal not with isolated alienated youth, but with a loosely organized subculture which provides important group supports for the deviancy observed. Individualized "treatment" aimed at such youth which does not take into account the importance and functioning of the group supports within this culture can have limited, if any, impact. What is needed is an approach that

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[1] Arthur Pearl, "Youth in Lower Class Settings," in M. Sherif and C. Sherif, Problems of Youth, New York: Aldine Press, pp. 89-109.

[2] Pearl, op. cit.

will conteract the system processes which generate this subcultural response.

2. The Situational Matrix of Non-Metropolitan Youth

a. Change in the World of Work. The full plight of the delinquent and malperforming student in the non-metropolitan community can be understood only when the problem is cast against its economic backdrop. The urbanizing trend in the United States is accompanied by a set of processes related to industrialization which have a profound and dramatic impact on rural youth in general, and the delinquent in particular. None is more basic than the changing work world. On the one hand, there has been a drastic reduction in the demand for agricultural labor. Cross-cutting this trend is the decline in the demand for unskilled labor. Automation is taking an ever-increasing toll of unskilled occupations Not only is the non-metropolitan worker squeezed out of agricultural jobs, in other words., but alternatives at the same skill level are increasingly unavailable.

b. Rural to Urban Migration. Another factor affecting the situation of the non-metropolitan youth is the high probability of geographic mobility. Such internal movement in the American population over the past 75 years has not been a random phenomenom and appears to press particularly hard on the rural-farm population. The fact of steady migration from rural areas to large urban centers has been well-documented. It has been estimated that a net migration of 2,000,000 farm males who were five years of age or older in 1960 will occur during the 1960-1970 decade. This means that only three out of five farm males in 1960 who survive to 1970 will be on the farm by the end of that decade.[1]

The impact of rural migration is now reaching its apex. In the 1950-1960 decade, 8.6 million persons migrated from farm areas. This rural-to-urban migration involves more people than those of the peak years of the great migrations to this country.

It is also well-documented that the typical rural migrant is not able to compete successfully with urban residents for employment in metropolitan centers since, in general, he is disadvantaged economically, educationally, socially, and culturally. Considerable evidence points to continuing differences between education systems serving rural and urban children and youth. Non-metropolitan high schools have given little attention to the task of preparing youth for entrance in a metropolitan world, especially with regard to employment.

Particularly acute inadequacies in rural education are found in such areas as occupational exploration and guidance, and in general educational background for later specialized occupational training in post-high school centers or actual job placements.

Changes in the world of work and these migration trends pose a challenge for non-metropolitan communities that become especially relevant for the malperforming youth. Innovative educational programs are needed which direct themselves to the two-pronged problem of improving the ability of youth to contend with the urbanizing world at the same time that steps are taken to reverse the "locking-out" process that characterizes the community's response to youthful deviance.

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[1] "Unemployment prospects for rural communities," G.S. Tolley, Report No. 36, National Conference on Problems of Rural Youth in a Changing Environment, Stillwater, Oklahoma, September 1963, p. 9.

III. The Development of a Project Plan

During the planning period in 1962 and 1963, the staff of the Lane County Youth Project, working with personnel from agencies in the community, considered various factors which appear to generate the problem of delinquency in this hinterland setting. As a consequence of their work, a project plan was developed consisting of the following elements:

A. Education Programs

Fundamental changes were seen as required in the education of hinterland youth because of basic shifts taking place in our society, including such trends and conditions as the decline in the number of persons employed in extractive industries, the decline in the demand for blue collar skills, migration from rural to urban areas, and the scarcity of educational resources in the hinterland. Educational programs which were seen as needed would give these youth some stability in a changing economic world. A basic component of the educational plan developed for the demonstration area schools had to do with curricula and methods change, identification, testing, guidance, and counseling, and training of education personnel.

B. Youth Employment Programs

Lane County Youth Project data about youth employment, dropouts, and future employment opportunities for youth indicated the need for a special youth employment program in Lane County. To meet this need, a program was designed to improve the employment potential of the unemployed and underemployed youth in the age group 16 through 21 in the three demonstration areas in Lane County. This program was to consist of a Youth Employment Training Center Program.

The Center program was designed to offer programs not currently available to unemployed out-of-school youth. The Center program was to be supplemented by existing community programs, "regular" institutional occupational training programs which were being sought and obtained from MDTA funds, and a MDTA remedial skills training program.

C. Community Agency Programs

Two types of programs were to be offered: (1) programs involving direct services to individuals and (2) programs for the purpose of improving agency services. The interdependence of these two types of programs dictated that both must be implemented if either was to be effective. Both were necessary if the important and continuing community agencies were to be partners in the demonstration project.

D. Community Development

Any change of specific institutional agencies required consideration of change in the wider community context within which the youth and adult activities of hinterland residents take place. Community development programs were needed to improve the general economic, educational, and cultural bases of these communities, as well as to provide organizational frameworks for community involvement and leadership development. Innovative youth programs were needed in order to provide intervention for much of the "subculture of failure" activity which takes place in the broad setting of the community.

E. Research and Evaluation

During the planning phase, research conducted with adolescents in general, delinquent youth, youth who had withdrawn from school, adults, and families of delinquent and non-delinquent youth provided the base of knowledge necessary to develop an action program in this hinterland area. During the demonstration phase, research efforts would be directed toward providing both an evaluation of the impact of the various action programs and continued basic research on the problems of hinterland youth and communities.

IV. From the Planned Program to the Actual Program

A. Background

A review of the literature available in the early 1960's about the causes of juvenile delinquency and the research effort in Lane County in the 1962-63 research and planning period served as the basis for the demonstration programs to follow. A more detailed statement of the assumptions serving as the foundation for the demonstration program appears earlier in this document. However, these assumptions are summarized here to provide an understanding of the nature of the proposed program and some of the major forces that resulted in its modification as it was put into action.

The assumptions arising from the period of research included the premise that the "causes" of delinquency (or factors associated with it sufficiently to be believed then to have causal effects) were varied. A second assumption was that these "causes" were faced by many youth. These conditions included problems associated with increased industrialization, social class, family and individual adjustment, as well as other factors such as conditions in the general community. As a result, varied program approaches were seen as necessary; also that they should be of major scale to test the validity of the assumptions.

However, it was recognized that the total array of possible programs would be impossible to finance, manage, or assess in any demonstration program and that program choices would have to be made. The decision was made to design and implement a youth-oriented demonstration program. In addition to the reasons given above, it was to be oriented to adolescents because this was the age during which the delinquent behavior occurred, the possible funding period was to be three years, and the effect of the program had to be measured within that period of time.

Since this was to be a demonstration program in a rural setting, financed to a major degree from Federal funds, one prime objective was that of determining what programs or program findings would be of benefit elsewhere. Since this was essentially a rural project, and since there are different kinds of "rurality" in the United States, an attempt was made to represent these "ruralities." Thus, a rural farm area, a rural non-farm area (lumbering) and a small city were selected as representative of rural America. To meet criteria of the President's Committee on Juvenile Delinquency (the potential funding source) the program was required to be comprehensive and coordinated.

Thus, a large-scale, three-year demonstration and evaluation proposal was prepared, involving programs in three demonstration areas. The nature of that proposal is suggested by the contents of the following table:

PROPOSED LANE COUNTY DEMONSTRATION PROGRAMS[1]

Program	Responsibility Primary	 Secondary	Cooperating Agency
EDUCATIONAL PROGRAMS			
Curriculum & Methods Development	Schools	LCYP	U. of Oregon
Work Orientation	Schools	LCYP	OSES
Special Education	Schools	LCYP	
Counseling & Guidance	Schools	LCYP	
Teacher Training	Schools	LCYP	U. of Oregon
YOUTH EMPLOYMENT			
Youth Opportunity Center	LCYP		OSES
Remedial Education/Skills Training	Schools		LCYP
Skills Development Programs	Schools	OSES	LCYP
COMMUNITY AGENCY PROGRAMS			
The CASE Project	LCYP Juvenile Dept. Pub. Welfare Comm.		Other Community Agencies
Agency Planning & Development Service	LCYP	Community Agencies	
Agency Information Center	LCYP	Community Agencies	
Juvenile Dept./Case Aide Program	Juvenile Dept.		LCYP
Juvenile Dept./Program Analysis	Juvenile Dept.		LCYP
COMMUNITY DEVELOPMENT			
Community Development for Youth	LCYP		Community Organizations
Youth Development Programs			
Community Youth Workers	LCYP		Other Agencies
Small Groups Programs	YM-YWCA		LCYP
Youth Employment Service	LCYP		OSES
Family Life & Parent Education	LCYP	Lane County Extension	Other Agencies
Home Improvement Program	LCYP/Other Agencies		

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[1] Rural Youth In America Today: A Challenge and A Proposal. Eugene (Oregon): Lane County Youth Study Board, December, 1963.

PROPOSED ANNUAL DEMONSTRATION PROGRAM BUDGET[1]

Program	Yearly Budget	Budget - First Year
Education	$796,897	$520,063
Youth Employment	247,203	247,203
Agency Programs	336,949	251,334
Community Development	212,346	182,832
Research & Evaluation	288,588	243,425
Administration & Staff Training	166,553	154,963
	$2,048,536	$1,599,820

The proposed annual demonstration program cost reflected in the table above was about $2,000,000 a year; a lesser amount of approximately $1,600,000 would be required for the first demonstration year. (The lower first-year cost resulted from the gradual implementation of programs during that year.) The total cost of the demonstration program for the three years was expected to be about $5,000,000.

B. The Shift in the Funding Method--Some of Its Implications

Initially the President's Committee planned to offer substantial support to those areas selected as demonstration communities from the 16 or so communities to whom research and planning grants had been given. Under such a plan the President's Committee would be able to provide the major funding, but for only a few demonstration communities.

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[1] *Ibid*.

Between the time the Lane County demonstration proposal was submitted and the time it was acted upon, the President's Committee decided not to use its demonstration funds for a few projects, but instead to provide partial support for those communities given planning grants who submitted acceptable proposals. The President's Committee hoped and expected that additional financing could be obtained from other sources. It also planned to help obtain funds.

This change in funding pattern was the single most important decision affecting the nature of the program in Lane County (and probably the other demonstration programs as well).

The effects were immediate and lasted throughout the entire demonstration period. Only a few were apparent at the time the decision was made and at the time LCYSB accepted the initial demonstration grant. Their significance certainly was not appreciated at that time.

This PCJD decision, plus other factors such as the legislation governing PCJD grants, administrative decisions, and the funding methods of other public agencies who became part of the funding base for the project, resulted in the following funding pattern for the project:

1. Annual or shorter term grants throughout the life of the three-year demonstration program;
2. A "quilt-piece" pattern of funding involving multiple funding from a wide range of agencies with diverse interests and criteria, different application procedures, different funding periods, different grant regulations and different reporting requirements. The effect of these factors was magnified by the different payment methods used by various federal agencies, and provided an unstable financial base;

3. Funds for different levels and types of programs in the three demonstration areas. Some programs could be operated within only one demonstration area, others had to be offered county-wide without respect to the demonstration area boundaries.

The impact of the decision by the President's Committee to fund but a portion of the approved demonstration program hoping that funds for the remainder could be found elsewhere had the following major results:

1. A drastically reduced demonstration program which affected the size, nature, comprehensiveness, cohesion, and coordination of the program;
2. Heavy demands on staff for proposal planning, writing, and negotiation with potential fund sources both in the hope that vital segments of the program could be maintained and so as to assure continuation of support from the President's Committee;
3. A change from the demonstration programs as originally planned to those possible according to the interests and rules of the various local, state, and federal agencies who were willing to participate. In some instances the program interests or methods were different--even inconsistent;
4. Program uncertainties and instability throughout the demonstration period. These resulted from operating a program based on numerous components funded for different periods of time, by a number of agencies, with different goals and rules. Under this plan, program content could not be held constant in any of the demonstration areas for even one of the three demonstration years;
5. Greatly increased complexity of grant management, reporting, and accountability.

C. The Reduced Demonstration Program

Instead of funding the major portion of the three-year demonstration program planned for approximately $5,000,000 the actual funds received from PCJD[1] were as follows:

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[1] The actual grants were made by and administered by the Office of Juvenile Delinquency and Youth Development (OJD) in the U.S. Department of Health, Education, and Welfare. The third year of the JD demonstration program was funded by the Office of Economic Opportunity (OEO) as a result of agreement between OJD and OEO.

1964	$300,000	
1965	359,857	(increased to include training program)
1966	423,658	(training and some youth employment)
	$1,082,515	

Thus, the actual demonstration program support from PCJD amounted to about one-fifth the original proposal. This required LCYSB to scale down the first-year program. Choices had to be made about whether to abandon or reduce the size of demonstration areas, eliminate portions of the programs, retain but shrink programs, or phase-in programs later than planned. To meet the representative criterion of rurality in the U.S., the three demonstration areas were retained. To hold to the original plan as much as possible (to test the assumptions of the program, to qualify for the grant as a "comprehensive program," and in the hope that gaps in the demonstration program could be filled from other fund sources), a combination strategy was selected. This strategy resulted in elimination of certain programs, operation of some at a reduced level, and later "phasing-in" or earlier "phasing-out" than planned originally.

The details of changes in the plan are included in individual program evaluation sections, but are summarized here. This summary included program support from sources in addition to PCJD during the three-year demonstration period.

ORIGINAL PROGRAM PLAN	EXTENT OF FUNDING
EDUCATION	
Curriculum and methods development	Some funded partially; some not funded
Work orientation program	" " " " " "
Teacher training	" " " " " "
Identification, testing, counseling	Not funded
Miscellaneous special projects	" "
YOUTH EMPLOYMENT	
Work orientation, basic work skills training, job development, vocational training, job placement	Some funded partially; some not funded. None funded for whole demonstration period. Funded programs not limited to demonstration areas. Total in demonstration areas estimated at about one-third planned level.
AGENCY PROGRAMS	
Cooperative Agency Service Effort	Not funded as JD Program. Later funded by OEO in changed form as Family Service Program with different program methods and not limited to demonstration areas.
Agency Planning and Development Service	Not funded
Agency Information Program	Partial funding
Agency Special Projects	Partial funding
COMMUNITY DEVELOPMENT	
Community Planning Committees Citizen Participation Program Leadership Development Community Youth Workers	Partial funding through one position in each demonstration area, plus one additional youth worker in two areas. Additional support from Oregon State University Cooperative Extension Service and U.S. Department of Agriculture.

Section 2. Educational Programs

A. Program Rationale

The educational system in the world of today gives the student a good part of the knowledge and skills that will afford him a secure place in the occupational world. Much of the process of maturing takes place in the school. We are concerned, therefore, when forces exist which impede the educational process--forces which result in students not being able to take full advantage of potential educational opportunities.

The schools of the hinterland today must grapple with a critical and complex set of such problem forces. Either the programs of these institutions must be altered to contend with these problems, or the youth in such schools will be plagued by personal and economic deficiencies throughout their lives.

Detailing the Problem

Migration and Labor. High rates of geographical mobility are a basic characteristic of modern American life. Twenty-five out of 100 persons live in other than their state of birth and nearly that many change residence every year. The direction of this movement is from the farm to the urban areas.

These shifts in population are correlated with a change in the nation's industrial base. Change has occurred both in the mode of production and in the products being produced. In 1900, 38 per cent of the nation's labor force was engaged in farming and only 18 per cent was in what are commonly called the "white-collar" occupations. By 1960 these percentages had shifted to 6 and 42 per cent respectively. A comparison of the United States and Lane County occupational structures between the years of 1940 and 1960 reveals that Lane County is comparable to the United States average in both the percentage changes throughout the occupational structure in 1940 and 1960 and in the shift from blue-collar to white-collar work.

A look at the industrial breakdown in both the United States and Lane County in the years 1940 and 1960 show us that some of the industries have changed considerably over this period of time with regard to the proportion of the labor force in their ranks. As we have already seen, agriculture has rapidly declined in both the United States and Lane County while the professional fields are consuming a larger proportion of workers.

These alterations in the occupational structure have an impact on the requirements which must be achieved by aspirants to most occupations. While actual experience is important for many occupations, attention was directed towards an exploration of the changes which had occurred with respect to the educational requirements which must be satisfied in order to secure a position in the labor force.

It is common knowledge that the fastest growing occupations, i.e., the professional and semi-professional occupations call for the most in education. At the same time, those laboring and agricultural occupations which provide jobs for the relatively uneducated will support an ever decreasing proportion of the labor force. More education is often required today than in the past for identical jobs. Although comparability of occupations over time is often restricted since many earlier occupations are non-existent today, where such comparisons were possible there is a clear showing of upgrading in educational requirements between the years 1918 and 1961.

These cultural and social changes have generated particular problems for rural youth. One of the major problems concerns the probability of rural youths being unprepared to become economically secure in an ever increasing technological urbanized society. Cohen and Kapp echo this forecast and emphasize the position of the rural youth:

> Employment problems are also acute for rural youth. It is expected that about 65 per cent of the youngsters living in rural areas (where opportunities are declining steadily) will have to move to cities to look for jobs, although they are rarely prepared for the kinds of jobs that are available./1

The meaning of these trends is not ambiguous. The changing times require a changing approach to education. The urbanization taking place throughout the nation requires a change in the educational goals of hinterland schools. Furthermore, failure to provide programs for work-bound youth will make them progressively vulnerable to the threat of automation and specialization. We must contend also with the personal inadequacies which detract from the ability of individuals to take advantage of the opportunities that are provided for advancement. Any of these changes will require close involvement of the community. Many of the problems brought into the school will have to be dealt with on a broad institutional front since the school by itself may be relatively powerless to alter the adult conditions that create these problems. In addition, community support and cooperation will be necessary to bring about significant change even in the school program.

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[1] Eli E. Cohen and Lois Kapp, "Youth and Work: The Second Challenge," Children, 9; 79-83, March 1962, p. 82.

The schools of the hinterland must contend with a complex and critical set of problem forces if they are to provide students generally, and alienated youth particularly, a secure place in the contemporary world. It has been shown that the decline of extractive industries and "blue-collar skills" are part of these forces. The migration of individuals from rural to urban complexes and the increased number of students were a part of these forces. Critically, there is a lack of educational resources in the hinterland. In this framework the Lane County Youth Project set about its task. Consideration was given to the inadequacies of the present educational systems for preparing rural youth for competition with his urban counterpart and consideration was given to the rate of disappearance of rural employment and the migration to the urban centers by rural youth.

The disadvantages vocationally that face a rural youth are compounded for the rural dropout and under-achiever. Facing a work world which nearly always demands a high school diploma as the lowest common denominator for employment, these youth have the additional disadvantage of coming from school systems which do not provide an adequate vocational background to offset the lack of credentials.

With these problems in mind, an educational program was envisioned which would bring to the disadvantaged youth, not only an introduction to the work world, and the necessity for particular skills, but also to press home the need for academic subjects too.

The original goals of the project were ambitious. They had embraced the total educational environment of the disadvantaged youth. They would have involved providing suitable curriculum, early identification procedures, and work experience necessary for these youth. The goals embraced the whole area of teacher training to especially prepare faculties for providing those special services.

Because of the myriad of problems which cluster around so ambitious a project, funding, the cooperation of many individuals and institutions, and the adequacy of personnel necessary to fashion so critical a social change, it is no small wonder that the project did not quite reach the pinnacle which it had set for itself. Instead, the program evolved in a modified fashion and is outlined in the succeeding sections.

B. Program Implementation

In cooperation with the Eugene, Junction City, and Oakridge city schools, Lane County Youth Project Educational Programs were initiated in all demonstration schools with the opening of school in 1964. The three school systems selected for the program show the community diversity intended in the original design. General characteristics of these school systems are as follows:

a. South Eugene High School is located in the south part of a small city. The surroundings are quite urbanized and residential.

b. Woodrow Wilson Junior High School is one of four junior high schools located in the general area called South Eugene. The surrounding area is urban and residential.

c. Oakridge Senior High School is a rural non-farm community school which lies in a town where the basic industry is logging.

d. Junction City Senior High School is a rural-farm school. It lies within the corporate boundaries of Junction City, a community surrounded by farm-lands.

e. Junction City Junior High School also lies within the boundaries of the community.

1. The Program at South Eugene High School. Two phases of the program were in progress in Eugene the first year. A class of 9th grade boys in Wilson Junior High were scheduled for four periods each day with two teachers.

The program for seventeen 10th grade boys at South Eugene High School consisted of the following:

a. Orientation to the World of Work
b. Work Skills Training
c. Physical Education
d. Study Hall
e. Social Studies, Language Arts
f. Work Experience (for some)

The schedule was flexible in order to allow optimum opportunity to meet individual needs.

2. Oakridge High School Program. At Oakridge High School, 15 boys from grades 9, 10, 11, and 12 were enrolled in the three-period block for Orientation to the World of Work and Work Skills training. Other program features were similar to the other demonstration schools.

3. Junction City Program. The Junction City Schools had two programs: one at the Junior High and one at the Senior High. Twenty-two boys and girls were enrolled in the Junction City Junior High School program. This program, which was supported solely by the Junction City School System, included the following courses:

a. Orientation to the World of Work
b. Social Studies and Language Arts
c. Remedial Reading (if indicated)
d. Other basic school subjects

Twenty-three boys grades 9, 10, and 11 were enrolled in the Junction City Senior High School class. Their program with minor changes, consisted of nearly the same courses as the other schools.

4. Program Illustration: Work Experience Program in Oakridge. The implementation of the work experience program varied widely between the demonstration areas. While nearly every student enrolled in the demonstration class in Oakridge participated in this program, it was only used sparingly in the South Eugene area. Furthermore, it was found to be extremely difficult to implement in conjunction with the classes in the junior high, because of the minimum legal age requirements for most businesses. Following is a description of this program in Oakridge:

When the teacher-counselor first met with the administrators of Oakridge High School, they indicated that they were particularly interested in the work-experience aspect of the proposed program and would like to see it started at the earliest possible time. Consequently the teacher-counselor began contacting local businessmen even before the school year started. When a number of these men had indicated their willingness to help develop a program of this type, the first of several developmental meetings was held at the high school. Some of the basic questions that were discussed were:

a. Should the boys receive pay for work during school time and for which the student also receives credit?
b. How much school credit should be given for the work experience?
c. How much control would employers have over which boy was assigned to them?
d. Should the boys be rotated to different businesses on a regular basis?

There were many other questions, of course, which came up in the development of this program, but these seemed to be the main issues of constant concern to just about every employer.

In order to develop the best possible program for the students, schools, and business community, experimentation with all these questions took place over the two years of demonstration. As the program evolved, the following procedures seemed to be best for the Oakridge area:

(1) Students were enrolled in a community work experience program for at least two consecutive class periods per day with most having three consecutive periods per day. In other words, a student would work an afternoon in a local business.

(2) The students received only school credits, one credit per school hour for work during the school day. However, employers were encouraged to periodically hire the boys after school hours for pay (this proved to be an excellent method of encouragement when used after the student's initial excitement about having a job began to subside).

(3) In order to achieve the most true to life experience for the students, it was cooperatively decided that the teacher-counselor, after talking to the employer privately, should suggest to a particular student that there might be a job opening at a certain business establishment and that the student would then apply for the job on his own. In this way, while the boy had to go through a true job interview, he also had a very high chance of success. Neither the boy nor the employer were under any obligation as a result of this interview. Usually after the interview was over, the teacher-counselor would confer separately with the boy and the businessman. If things were acceptable to both parties the student was told to visit with the business man again. It was usually during this second interview that the boy was hired by the employer. This procedure had the advantages of:

    (a) Providing maximum flexibility;
    (b) Providing experience in a real job interview that had a high potential for success;
    (c) Encouraging students to seek employment on their own.

After the student was placed on work experience, the teacher-counselor would meet with the employer on a ongoing basis. Depending on the student and employer, this might take an hour or more a day for two or three weeks or longer. Gradually, as the employer gained more understanding of the purposes of the work experience program and more confidence in himself to help alienated youth, this time commitment on the part of the teacher-counselor gradually reduced.

The teacher-counselor of course, met with the student daily in class and periodically in private formal or informal counseling sessions. This private counseling usually took place after school or in the evenings in the counselor's home.

One of the most significant teaching methods employed in the In-School Program was the extensive use of field trips. These trips not only expanded the students' knowledge, but also provided them with a first-hand experience with the World of Work. Because these field trips were extremely popular with the students, they provided an excellent subject matter vehicle. As a rule, the students would make all the arrangements for the field trips. This procedure was usually followed:

a. There would be a class discussion to decide the type of business to be visited, when it would best fit into the ongoing program, and specific tasks would be assigned to the members of the group.

b. Students wrote letters to the business, getting clearance from the high school administration, making arrangements for the bus, etc.

c. After an affirmative reply from the business to be visited, the teacher-counselor would usually contact the business by telephone to confirm the arrangements and specify more clearly than the students' letter had the objectives of the trip and the objectives of the LCYP program.

5. Out-of-School Program

The out-of-school aspect of the Educational Division program ranged from visits to the student's home, to semi-formal parents' meetings in the school, and back again to informal activities with the student. The teacher-counselor visits with the students and their parents in their home began even before the school year started. Between the end of the summer workshop of 1964 and the beginning of that school year, the teacher-counselors met with the administration and selected faculty members to identify the students that the school personnel felt should be enrolled in this program.

These meetings provided an opportunity for the teacher-counselor and parents to share common problems and explore alternatives together. Perhaps the most important aspect of the out-of-school program was the teacher-counselor's direct involvement with the students in such things as fishing trips, basketball games, working on cars, chaperoning parties, or simply allowing and encouraging students to drop by the teacher-counselor's home and visit.

6. Numbers, Characteristics, and Disposition of Program Youth

South Eugene High School. The Program operated at this school only one year. During that time a total of twenty sophomore youth were in the program. These enrollees were selected for the program on the basis of three criteria established as requirements by program design: first, that selectees be males; second, that they have a history of behavior problems; and lastly, that the youth have a history of low academic achievement.

a. Characteristics. Eighty-four per cent had had delinquency referrals. By comparison, there was an eight per cent delinquency referral rate for the Program Area Normals. The grade point average of Program group was 1.21 or slightly better than a D grade. The group was dissociated from the school and became even more so as time passed. The Program Area Normals, on the other hand, had a group grade point average of 2.34 or a little better than a C grade average.

b. Disposition. Of the twenty youth who started the project, five completed the program. Twelve dropped out of school. Three transferred to other classes or other schools. The dropouts went to the Army, vocational schools, or correctional institutions.

Junction City Senior High School. The program operated at this school for two years. During this time, forty-five youngsters went through the Program.

a. Characteristics. Fourteen per cent of the youth had delinquency referrals prior to Program. The Normal group had an eleven per cent referral rate. The Program group was reportedly dissociated from school and had a grade point average of 1.41, a D grade. The Normals had a grade point average of 2.62, or a healthy C grade.

b. Disposition. Of the forty-five youngsters served in the two years of this Program, thirty-one completed it. Six youngsters dropped out of the Program and school, while another six transferred to regular classes or other schools.

Oakridge High School. The Program operated at this school for two years also. During this period, twenty-two youth were served.

a. Characteristics. Thirty-one per cent had had delinquency referrals prior to the Program. Conversely, the Normal group in this area showed only five per cent delinwuency referrals. Where the Program group had a grade point average of 1.31, or a D grade, the Normal group had a grade point average of 2.02, or a C grade.

b. Disposition. Of the twenty youth served in the two years of Program in this school, fourteen completed the program to some extent -- that is, they went through the full two-year Program period or joined some time later in the second year and finished. Two youths dropped out of the Program and school. Two transferred to other classes, and two graduated from the first-year program. The dropouts went to work or enlisted in the Services.

Woodrow Wilson Junior High School. There was also a two-year program at this school. The two program years can be thought of as distinct, in that there was no carryover of youth from the first year into the second. Forty-nine boys and girls were served in the two-year period.

a. Characteristics. The first year Program group had a fifty-two per cent delinquency referral rate. Conversely, the Normal group had a pre-program referral rate of fifteen per cent. The grade point average of the Program group was 1.29, or a D grade, while the Normals had a C grade point average of 2.62.

b. Disposition. Of the twenty-five youth who comprised the first year of Program at Wilson, fifteen completed the Program and went on to Senior High School. Five of the youth transferred to regular classes and went to Senior High School. Five of the youth transferred to other schools. One went to a correctional institution. There is no follow-up on two.

The second year of Program at Wilson Junior High accommodated twenty-four youngsters. Nineteen of these youth finished the Program and went on to high school. Four transferred to other schools. One girl dropped out to be married.

Junction City Junior High School. This school had two years of Program. As was the case at Wilson Junior High, there was no carryover of youth from one year to the next, so these Programs may be thought of as separate. Forty-five boys and girls were served by the Program during this time.

a. Characteristics. Only five per cent of the first year Program youth were delinquent prior to the Program. At the same time, the Normal group showed no delinquency at all. The Program group had a pre-Program grade point average of 1.58, a D grade. The Normals had a C grade point average of 2.35.

Seventeen per cent of the enrollees in the second year of Program were delinquent prior to entry into the Program. Again, the Normal group displayed no delinquency pattern prior to Program. The grade point average of the Program group was 1.69 (D), while the Normal group had a grade point average of 2.00 (C).

b. Disposition. Twenty-two youth were enrolled in the first year of Program at this school. Of the eighteen who finished, twelve transferred into the Program at Junction City Senior High School. Six of this group went into regular classes. Four of the original twenty-two transferred to other schools. There were no dropouts in this group.

The second year of Program at this school served twenty-three youth. All but two of these enrollees finished the Program. One student transferred to another school and the other into regular classes. There were no dropouts from this phase of the Program.

C. Program Evaluation

The evaluation of the Educational Program is in essence a study of the impact the Program may have had on both the schools and the students. The Educational Program was to have wrought changes in the institutional make-up and to have effected attitudinal and behavioral changes in those students enlisted in the Program.

Analysis of Program Effects

1. Delinquency

a. South Eugene High School. Comparison of delinquency rates after the onset of the Program reveals no evidence that the Program conducted in South Eugene High School was effective in reducing delinquency. In the matched experimental group, seventy-four per cent of the boys accumulated a delinquency record after the onset of the Program, compared with fifty-eight per cent in the matched control group. Any initial conclusion about possible negative effects of the Program must be tempered with recognition that the experimentals started off as a more delinquent group prior to the start of the Program (58% of the experimentals, versus 32% of the controls having referrals before Program).

b. Junction City High School. It appears that in Junction City High School, as in South Eugene, the program was not effective in reducing juvenile delinquency. A total of twenty-seven per cent of the matched controls showed delinquency referrals in the period after the onset of the Program. In this case, the experimental control group started out with equal percentages of delinquent youngsters at the onset of the Program (fourteen per cent).

c. Oakridge High School. The Program in Oakridge is the only one where some evidence emerges of Program having effected a reduction in delinquency. In the period after the onset of the Program, nineteen per cent of the matched controls became delinquent. The difference between the Oakridge experimentals and the Mill City controls becomes even more startling when we take into account the fact that the experimental group had a much higher rate of delinquency at the onset of the Program (38% compared with 13%). The actual decline in the proportion of delinquent students observed in Oakridge is unique, for in none of the other communities did such a reduction occur.

2. Academic Performance

a. South Eugene High School. There is no discernible effect of the Program in South Eugene High School on the academic performance of demonstration youth. The grade point average of the experimental group fell from 1.14 before the program to 0.81 afterwards, a drop of 0.33. This drop, as was true with the increase in delinquency, cannot be interpreted as a negative effect of the program since similar declines in mean grade point averages were noted in the control group (1.55 to 1.20, a drop of 0.35), and in the "normal" students in South Eugene (2.62 to 2.38, a drop of 0.24), and in South Salem High (2.55 to 2.33, a drop of 0.22).

b. Junction City High School. While there was some improvement in the academic performance of the Junction City experimentals (a pre-Program mean grade point average of 1.41 being raised to a post-Program average of 1.50), this improvement is balanced by a greater improvement on the part of both the matched control group from Stayton (1.49 to 1.75, a gain of 0.26 points), and in the "normal" populations in both the demonstration (2.33 to 2.61, a gain of 0.28) and the control (2.52 to 2.71, a gain of 0.19). As a consequence of these "natural" gains, no significance can be attached to the slight positive improvement of the experimental group.

c. Oakridge High School. The greatest improvement in mean grade point for any of the Program or control groups occurred among the Oakridge experimental group. The mean grade point average for this group improved from a pre-Program level of 1.31 to a post-Program 1.79, an increase of 0.41. The matched control group also improved considerably, going from 1.30 to 1.65, a rise of 0.35. What is significant, however, is that the rise in grade point average of the control group was matched by a virtually identical rise in the "normal" population of the control school (2.50 up to 2.83, a rise of 0.33), while there was almost no improvement in mean grade point averages in the normal group of the demonstration high school. That is, the rise in the experimental group was not shared by other students in the experimental high school, while the control group shared in the rise that characterized all students in the control high school. The improvement in academic performance among the experimental students in Oakridge, in other words, appears to represent a positive impact of the Educational Program conducted in that school.

3. Institutional Change

The Educational Programs Division of the Lane County Youth Project was concerned with changes not only in the behavior of youth, but within the educational system as well. Accordingly, some evaluation must be made of the impact of the Program on the schools. Institutional change as covered in this section embraces three areas: teacher change, curriculum content (vocational courses and special programs), and teacher receptivity of Program.

a. South Eugene High School. While respondents at South Eugene High School at first had a lower showing in feeling that non-college bound youth were not equally provided for educationally, by the second year there was an increase of eleven per cent. At the same time, the control school dropped eleven per cent. Four per cent fewer respondents thought that better vocational courses should be provided for the non-college bound by the second year, while there was a twelve per cent drop in this feeling at the control school. The same reversal is seen with reference to attitudes about dropouts. The South Eugene respondents showed an increase of fourteen per cent of teachers who would help dropouts regardless of cost, while South Salem dropped fifteen per cent during that time.

There was no increase in the ratio of hours of vocational education to total workload during the Program period. Nor were there any special programs inaugurated during this time for the benefit of low achievers or dropout-prone students.

Finally, the Program lost heavily in terms of recognition or familiarity at this school. (The Program was in effect only one year, full time, and part-time after that.) This is evidenced by the fact that only 24% of the respondents indicated familiarity with the Program by the second year. Further, while 65% of the respondents indicated initial approval with the Program, after one year's operation only 31% indicated approval. Perhaps more important was the fact that respondents indicated they felt only 18% to 20% of their fellow teachers approved of the Program --a much more valid appraisal of acceptance, since a person might answer approvingly for himself but indicate his true feeling by reporting what he thinks others feel.

b. Junction City High School. While initially 89% of the respondents from the two schools felt that non-college bound were not equally provided for educationally, these percentages increased over time, 3% and 11% respectively. However, there was a 20% drop in those respondents who felt that the schools should provide better vocational courses for the non-college bound. The percentage of respondents at Stayton High School stayed at 92% for both years. There was a drop of 2% at Junction City High School in those respondents who did not feel it was a waste of time and money to help dropouts. Simultaneously, the percentage of Stayton respondents dropped 15% on the same statement.

At Junction City High School, too, there was no increase in the vocational education workload relative to the general workload, indicating there was no special emphasis on providing vocational education for those who need it. There were also no special programs instituted. There was an ongoing program, but it was hardly sufficient to meet the needs of underachievers in preparation for the work world.

All the respondents both years had heard of the Program when queried. There was only a 2% drop from the first year to the second of those people who initially approved of the Program. However, slightly more teachers here approved of the Program than at South Eugene. But there was increase in the percentages of respondents who favored the Program after it was in effect from the first year to the second, even though the increase (from 34% to 46%) was still less than half the staff. While 45% felt their fellow teachers were in favor of the Program the first year, this figure dropped to 38% at the second year.

c. Oakridge High School. There was a 13% drop in percentage of those respondents from Oakridge High School over two years who thought that the non-college bound were not equally provided for educationally. (This might be related to Program success there.) However, there was a 10% increase at

Santiam of teachers who felt there was an inequality. There was also a drop of 7% of Oakridge respondents who felt better vocational courses should be provided, while Santiam held constant in this response category. There was a slight drop of 4% of the Oakridge teachers who felt it would not be a waste of time and money to help dropouts, but Santiam dropped 20% in this category.

There was a slight upward shift in the ratio of vocational course work to general workload at Oakridge during the Program years, but this might not necessarily be due solely to Program since interviews with the administrators indicated there was a new emphasis in this direction. However, no special programs were instituted for the low achievers or the dropout-prone.

While all the respondents indicated familiarity with the Program after the first year, there was a drop of 12% (down to 88%) in familiarity at the end of the second year. More favorably, while 71% of the respondents indicated _initial_ approval of the Program, 75% indicated this approval at the end of the second year. Again, 79% indicated approval of the Program _after it had been in effect for one year_; at the end of the second year, this percentage of approval _rose_ to 88%. Finally, on the question of whether the respondents felt their fellow teachers approved of the Program, again a substantial increase of 29% is shown. All indications point to a tentative approval during the first year and a more hearty approval at the end of the second year.

4. Changes in Program Focus

The Educational Programs of the Youth Project, as was true in other areas, underwent changes in emphasis as the demonstration period progressed. This was especially true in the last few months of the Program. In part, these changes were a function of staff re-examining the question of how they might bring about the greatest emphasis in the demonstration schools. Another factor in school programming, however, was the fact that the last year of Program did not match with the academic year, so that classroom programs were not possible. Some of these changes included:

a. Inservice Seminar Development. As a result of the experience of the first two years of the Project, the Educational Programs Division staff felt the need for total involvement of school staffs in attacking the problem of alienation generation in the schools. They began the development of Inservice Seminars to combat this problem by holding two seminars each at Junction City Junior High School and Wilson Junior High School. These schools are part of two demonstration areas.

These seminars used outside consultants and were carried on with the involvement of the University of Oregon and the Division of Continuing Education. Seminar participants paid a tuition fee and were allowed university credits.

The content of the seminars arose from the expressed needs of the participants, which generally moved from discipline and student problems to the problems of alienation. The experiences gained from these seminars led to the development of the Summer Workshops, the first of which took place during the summer of 1966. Participants for the Workshop were selected from many schools in the area, including the demonstration schools. The participants then carried the ideas back to their individual schools and discussed the content with their fellow teachers--creating new demands for similar workshops to deal with alienation.

b. The "Mobilab" Concept. As the spring seminars developed in 1966 it became increasingly obvious that inservice seminars, based within the school with the total staff and designed around their specific needs, were urgently needed. It was obvious, also, that outside resources were needed to help most schools continue such programs. From this background, the Mobilab Inservice Teacher Training concept evolved. Plans were made for the Educational Division Summer Workshop which was to make heavy use of video taping and playback equipment to help teachers see themselves as they were in their classrooms.

The Mobilab staff, in addition to assisting in the various workshops and seminars of the Educational Programs Division, have assisted in the preparation of numerous sample tapes, i.e., vocational and pre-vocational tapes for classroom use to bring the World of Work to the classroom, Project Head Start training tapes, Juvenile Court Summer Institute demonstrations, and many others. As a result, numerous agencies are requesting Mobilab services and several are purchasing their own Mobilab equipment.

c. Community School Concept. This idea was brought into the area from the Community School Program at Flint, Michigan. The concept basically is a community development plan utilizing the resources of the schools. Community development in this scope is the bringing together various strata of people in the community through adult education, recreation for children, and cultural enrichment. The application here has been seen especially in the development of a cultural enrichment program in the Oakridge demonstration area. The method has been to involve the schools, parents, children, senior citizens, and representatives of the local power structure. Other programs are being explored in the Junction City and South Eugene demonstration areas.

D. Summary and Conclusions

Certainly many factors could be assessed in appraising the success or failure of the Program. The same holds true for parts of the Program. The variables in the Educational Programs' analysis alone are not sufficient to draw conclusions about Program effect at each of the schools; other factors have to be evaluated. Strong consideration must be given to the extent to which the community, institutions, and agencies became involved.

The school system is the modality in which the Program took place. Therefore, an important consideration for Program success or failure is its integration in the school. It is necessary for nearly total cooperation and understanding by staff and administration of the Program schools in order to insure success; yet this factor was certainly missing in two of the schools. An examination of the data suggests that large segments of the staff were unaware of the Program or were indifferent to it, and certainly were not bound to the type of student the Program was designed to aid.

Internal segregation of the Program is another important consideration. The one factor that raised much critical feeling about the Program in two of the schools was the segregation of its classes from the rest of the student body and teachers. This was indeed a point of vulnerability. In this matter, everyone critical of the Program needed only to point to the teacher-counselor or to the Program youth. At no time would any of the staff of either school be required to accept responsibility for the shortcomings of the group. This was a Program error. Furthermore, it is the antithesis of integration. Isolation of the Project classes led to incidents of conflict between administration or staff and Program youth who violated rules set down for the total student body.

Understandably, Program felt its approach to alienated youth should be permissive and democratic, in order to counteract the antipathy the youth felt for the traditional authoritarian approach. In one instance, however, it appeared that this resulted in over-permissiveness and a general deterioration of relations between Program and the school administration. Consequently, the school administration's reaction was imposition of disciplinary and authoritarian measures.

Certainly had the Program been totally integrated into the school system with the workload falling on the shoulders of many instead of just the teacher-counselor, the youth might have been reintegrated into the society which rejected them and which they rejected. The success of the Program at Oakridge indicates that such a Program can succeed. It is no surprise to find that the Program at Oakridge avoided all the same areas of conflict that befell the other Programs. The salient feature in Oakridge was totality of involvement.

Looking beyond the period the Program functioned, several new developments have emerged with change in Program emphasis. These new techniques show promise and wider acceptance, and currently are being incorporated on various levels in the educational system in this State. The first of these is the Inservice Seminar. A second development has been the Mobilab concept. Finally, a third innovation is the Community School concept. It is hoped that when these procedures are coordinated they will produce the long-range effect promised by Lane County Youth Project educational programs in the local area, in the state, and at a national level.

Section 3. Youth Employment Program

I. Program Overview

The Youth Employment Program was started in June 1964 and continues as of this writing (March, 1967). The Program first took the form of an Employment Training Center and was funded through the Office of Manpower Automation and Training (OMAT). During this period of time, seven Programs were funded which included skills training, training allowances, remedial training, vocational rehabilitation, on-the-job-training, and a Neighborhood Youth Corps Program. Six hundred and seventy-five (675) youth have been processed through the Program during the period of operation.

The MDTA Institutional Skills Training Program, the Oregon State Employment Service training allowances, and Vocational Rehabilitation Agency Program all started in the period June to October 1964. Most of these Programs terminated along with the OMAT program in September 1965. Remedial Training was started in October 1964 and continued to April 1965, and 135 people were served in this Program. A similar Program was funded in February 1966 to run for one additional year. The Program, funded for $46,024, has provided tutorial aid for 75 people. The U.S. Department of Labor supported an On-The-Job Training Program which served 73 people through January 1967. This Program started in September 1965 and will run through March 1967. The Neighborhood Youth Corps, funded for 13 months at $182,820, will have served 120 people by the end of the program period.

Of the individuals served in the original OMAT program, half the trainees were males and over half were in the 18-19-year-old age bracket. The next largest group served is in the 20-21-year-old bracket. More than three-fourths of the males and more than one-half of the females possessed histories of social deviance of one kind or another, that is, the youth were either dropouts, known to juvenile authorities, known to the District Attorney's Office or were on Public Welfare at one time. This was true more typically of the males than of the females.

II. Program Implementation

A. Experimental and Demonstration Features

The objectives of this project expressed in the original proposal were:

1. To demonstrate effective methods of identifying and inducting rural youth into employment training program;
2. To demonstrate the techniques through which rural youth can be trained for integration into urban employment;
3. To demonstrate that youth eligible for vocational rehabilitation services can be integrated with other trainees in a youth employment training program;
4. To demonstrate effective methods for motivating rural and small-city youth toward realistic career occupational choices and involvement in the prerequisite developmental activities;
5. To demonstrate the use of public improvement projects such as orientation training and job-placement opportunities for rural youth.

As the Project developed, new objectives were defined. These were as follows:

1. Experimentation with a program structure more suitable to the individual needs of the rural, alienated target population;
2. Experimentation with counseling techniques which lend themselves particularly to the behavior and adjustment problems of alienated youth;

3. Experimentation with Project employment for former trainees, as a technique for modifying mutually negative perceptions which interfere with interaction between conventionally socialized persons and alienated youth;
4. Experimentation with a counseling technique which allows trainees to gain confidence through their assuming responsibilities in the program operation--roles which have traditionally been performed by agency staff;
5. Demonstration of more rapid modifications in the occupational perspectives of hinterland youth by making it possible for them to take part in extended work experiences in metropolitan areas;
6. Experimentation with tutorial remedial instruction within the skill-training setting.

Youth for the Program were recruited by various means. It would appear that these youth cannot be solicited through the use of television, radio, or newspapers either because they do not read the papers, or are not generally available when the announcements are being made. The most successful method appears to be personal solicitation. The names of youth approached in this fashion were either supplied by past teachers, or they were recruited from other Project Programs. Another method used was in the "fielding" of a recruiter who could personally contact youth in their natural habitat.

Having been recruited, the youth were processed through an Intake Procedure. This involved program orientation, pre-vocational counseling, assignment to the vocational program, and a determination of the level of socialization of the youngsters. The degree of socialization was established as ability to communicate, level of self-confidence, physical appearance, job knowledge, vocational goals, and personal habits and hygiene.

The training program itself was originally designed as a fairly "tight" and structured experience. In the first months, after having tried a relatively structured program approach, it was established that the youth being served by the Program would not or could not benefit from this type of program. Nearly three-fourths did not respond to this treatment level. The Program approach was changed. The result was a separation of the pre-vocational and vocational phases of the Program. Where previously youth who needed pre-vocational counseling and training were forced to wait for a period of time and the start of a new class, under the new structure, all youth were placed in the pre-vocational counseling set-up and then selected from there, after assessment, to be assigned immediately to vocational counseling and training if they were sufficiently advanced to warrant this action.

The pre-vocational group was given more attention relative to adjustment and behavioral problems, since these qualities interfered with vocational development. The counseling here was more oriented to psychological counseling in group sessions, for the problems manifest by the individuals were precisely those which would cause employment difficulties or result in inability to maintain steady employment and subsequent upgrading in training or job skills. These youngsters were eventually moved into vocational counseling classes.

The vocational counseling class dealt with appearance and interview behavior. The class learned the procedures in making job applications. They were given introductions to kinds of jobs and introductions to the world of work. Employer panels appeared to discuss the things employers expected from employees. In general the youth were provided with that kind of information which could only be gained from a wide range of experience or from what could be provided in job counseling.

Other approaches introduced after this phase of Program was the task oriented group, where the counselors encouraged groups of trainees to involve themselves in joint projects such as the evaluation of the impact of the ETC story in local press; the painting of the local juvenile home, involvement with trainees - families relationships, and sponsoring recreational activities. Another method introduced was the Audience Counseling method, a variation on group counseling and team counseling which involved a team effort between the pre-vocational counselor and the vocational counselor.

Beyond the needs for counseling, the youth also had needs in skills training. The MDTA Program in skills training attempted to fill this need. One hundred and thirty-one youth were served. One problem encountered was that the interests, abilities, and aspirations of the youth exceeded the level of training offered. Second, before a course could be offered, at least twelve youngsters had to be available for training. Again, the traditional structures were imposed on what needed to be an innovational training situation.

The work experience training program which involved on-the-job training with training allowances seemed to be successful in some cases. A program arranged with Boeing Company of Seattle to train 45 electrical assemblers showed promise, but the Washington State Employment Service would not certify the need to go outside the State for potential employees.

The remedial training program served 135 trainees, and was designed to upgrade basic skills such as reading and arithmetic skills. On the whole the program was not successful. The youth could not be motivated to participate in the Program, and since a 9th grade reading level is sufficient to qualify for MDTA training, this was adequate for them to cope with course materials. Previous experiences with school had soured many of the trainees against further participation in the program.

Section 4. Summary of Agency Programs

A. Introduction

At conception, the Project's agency programs were designed to provide available community agency services by expanding currently existing services and developing new resources. Services within this matrix would be made known to helping agencies and groups in Lane County. The purpose was to open avenues for professionals, sub-professionals, and volunteers through which to re-orient alienated youth or families back into the major networks of society--"into the system."

In some cases, the pathways back to the community require working with individuals, under a program, in order to produce internal change. In other cases, the pathways call for changing the environments into which the individuals may return. This latter approach recognizes that not all problems originate from within, but that segments of the community need adjusting in order to provide meaningful experiences to the alienated. Whichever method seemed most appropriate was the one to be selected.

B. Summary of Agency Achievements

The Youth Project helped with development and operation of several agency programs and components. As a result, a number of achievements were made, as well as implementation of agency programs.

1. Agency Information Program. The Agency Information Program informed the community about the Youth Project. The expansion of a currently existing directory into a more comprehensive document, Directory of Community Agency Services, was completed and issued to familiarize local agencies with the entire scope of help facilities available.

2. Newsletter. The Newsletter was another communications vehicle containing month-by-month changes in the growth of the Project. Its distribution was county-wide.

3. Community Health Council. The Agency Division's provision of research assistance and support to the Community Health Council helped the Council to fulfill its goal of a community assessment of professionals' attitudes toward needed mental health facilities and their usage--past and projected.

4. Community Volunteer Coordinator. The Community Volunteer Coordinator, as the Project's representative, was active in expanding and solidifying the existence of volunteer activities. The Community Volunteer Office became a more prominent volunteer bureau as a result.

5. Family Service Program. The Family Service Program incorporated sub-professionals to reach families having such a complexity of problems that they were known to two or more agencies. Thirteen family aides served eighty-two multi-problem families.

C. Summary of Agency Programs Within Community-Based Agencies

The Agency Programs, located in existing community agencies, received most evaluative emphasis during the demonstration period, within funding limitations. These programs include the Case Aide Program, the Data Processing Program at the Lane County Juvenile Department, and the Boys and Girls Small Group Programs at the Central Lane YM-YWCA.

1. Case Aide Program. The Case Aide Program was a joint effort of the Lane County Youth Project and the Lane County Juvenile Department, from August, 1964 through August 15, 1966. The Program was an effort to awaken the community to the problems of the Juvenile Department

and its clients, and to directly involve community residents in combatting delinquency.

a) Case Aide Program Description. Community volunteers provided adult relationships for delinquent and delinquency-prone youth, in addition to those professional services provided by the Juvenile Department's counselors and the court. They were under the supervision of the Case Aide Coordinator who provided liaison between the professionals and volunteers regarding referrals to the program.

Ninety-seven youth were engaged in the Program from the time of its inception. These youth were generally in their mid-teens; slightly over half were males; and over ninety per cent were delinquents. They were generally referred to the Program by Juvenile Department counselors. As a rule, the referrals were a cross-section of the type of offenses which are brought to the attention of the Juvenile Department.

Of the total number of volunteer recruits responding to the Program's call, sixty persons became active participants. They were professionals, white and blue collar workers, housewives, and students from the Eugene-Springfield area. Orientation and training sessions gave the Case Aides a background on the kind of youth and their families, as well as the types of problems, which would be encountered.

This educating process produced a knowledgeable volunteer ready for first-hand experiences. He soon became able to teach his friends about the needs of delinquent youth and their families.

Involvement by these laymen and their contacts with others helped widen a grass-roots concern for reducing juvenile delinquency.

The aides performed a number of functions, including acting as a tutor, setting guidelines for behavior, acting as a "counselor" in meeting minor problems of the youth, joining the youth in recreational activities, and, when the youth was looking for employment, the Aide usually helped him to fill out the application. Further, the Aides provided companionship and an entree to community resources.

As the Program progressed, changes were addressed and some were incorporated. The Coordinator's work time was increased. The Aides' training sessions were shortened. There was a shift in emphasis of referrals and there was a change in matching patterns between the youth and the aides. It was discovered that interpersonal relationships were more critical between aides and delinquent youth than common interests were.

What happens when the aide and youth get together can best be described by the Aides themselves. Working with an assigned youth often involves the youth's family and friends. For example,

> "I picked up Edith and a girl friend. We went to a drive-in for a coke. Edith wanted me to meet her friend. It seems that the friend has problems at home; she wants to run away. Edith explained that she thought that I might have some suggestions for her friend that could be of help. We talked for about two hours. The conversation was quite productive. Edith and her friend talked more of their similar problems with their parents, but Edith also talked about the problems that came about when she ran away from home. Her friend decided that she would not run away, but try to 'stand it' at home a little longer.
>
> "Edith reported that her parents had 'made up' and things were running quite smoothly at home. There had been no recent fights."

The Aides did not always experience "smooth sailing" with regard to their youth's behavior. That is, even after investing interest and time their youth might get into trouble.

"Roger was not there (home) when I arrived but I had to get the application for New Life Youth Camp signed and filled out.

"I got a different viewpoint on the family from spending about an hour with his mother and his 14-year-old sister. I asked a lot of questions in addition to the ones on the application.

"The house was as clean as a house like that can be and clean clothes were flying in the wind outside. It's hard to talk to Roger's mother as she is of a very low mentality. I doubt if she can read or write as her signature on the application indicates. She seems to have good control of the kids and is concerned about supervision at the camp.

"Roger seems to be doing real well at school and joins all activities he can if money is not involved.

"...(It) seemed the summer was going along smoothly. We went to the car races and then everything seemed to blow up. Roger called me that his bike had been stolen and sold to (a second hand store). Spent two trips getting it back for him not knowing at the time that he and another boy had been arrested for breaking and entering, stealing a car and two bicycles. Talked to Roger and his mother about it, then the Case Aide Coordinator had them and myself come to the Center for an informal meeting. I feel Roger was 'taken' by the other boy, but he was lectured on the basis that he was just as much at fault. I felt we did not get to him as he would change the subject as if he weren't hearing us. Roger is now very interested in boxing in the A.A.U. and is training three times a week. If he keeps up his interest, I'll see that he has the necessary items for this sport.

"...Roger is working real hard at boxing and will be in Portland, November 6, for a match. I told him to call me and let me know how he came out....Roger called. He lost his boxing match by a single point but his coach said it could have gone either way. I don't think he is discouraged."

Certainly, a Juvenile Department Counselor could never devote the time to an individual case as the aides did. During 1965, the Case Aides donated a conservative 5400 hours of time to working with the youth. Over two years of Program, 10,800 hours is a minimum estimate of time given to this work. In addition, the Coordinator also acted as a recruiter, a public relations man, a consultant, and resource developer.

Over the demonstration period, hundreds of persons were directly or indirectly involved or contacted regarding the Program--youth, parents, aides, staff, citizens. The mere presence of the program undoubtedly has had a definite effect. This effect is still continuing. For one thing, University students are now working with counselors and their clients. The use of "student-volunteers" in a juvenile center reflects a breakthrough of communication between a local agency and institution.

b) Case Aide Program Evaluation. As is true in any evaluation, the task of determining the effect of the Program depends, first, on a specification of the explicit goals of the effort. In this instance, the Program was designed (a) to bring about a change in the behavior of a group of youth referred to the Juvenile Department of Lane County, and (b) to bring about greater community involvement in dealing with the problem of delinquency through the use of residents as case aides.

Two designs were used to evaluate the data. The experimental-control groups resulted in no distinction between recidivism rates. It is entirely possible that these findings result from biases involved in the make-up of the experimental and control groups. The two groups were tested for seriousness of offenses. There was a slight tendency for the experimental group to consist of slightly more "serious" offenders than the control group prior to the start of the program.

When we examine the distribution which results from the change in pre-test and post-test scores for each individual, somewhat more positive change is shown to occur among the experimental group (468 versus 411). This means that there is slight positive change favoring the experimentals as a group. However, by taking a tally of plus and minus signs to reflect the change in response to the question, "How many individual changes favor the experimental group in comparison to the controls?" the result was an answer suggesting no program effect.

These two sets of findings indicate no difference between experimental and control groups. While there does not appear to be any evidence that this program prevents further delinquency, it is also true that the use of volunteer case aides was as effective as the use of professional counselors in the past. That is to say, the delinquency rate of the youngsters in the Program was not increased because of the use of lay persons as aides. Of course, it must be recognized that aides were working in conjunction with the counselors in many instances; they were not intended to replace counselors.

Negative findings are also clouded by the possibility that initial differences between the demonstration and control group are confounding the comparisons. An alternative to this design is one where the experimentals are used as their own controls. The logic of such a design is simple, perhaps deceptively so. It is based on the simple fact that no better "control" can be selected for an individual than himself. In such matching, identity is achieved. The major problem, of course, is that individuals change over time, in different ways, so that some techniques must be employed to control for maturation.

Two groups of before and after age/sex matched youth were then "randomly" assigned to the experimental group or to the control group. This chance assignment is somewhat equivalent to assigning youth treatment or non-treatment in the randomization process, once selection has occurred.

Among the small number available for this analysis a significant change occurred favoring youth "with" treatment over those measured "without" treatment. The probability level is .053, using a one-tail test. Therefore, when the experimental design uses the experimentals as their own controls, there is a slight treatment trend toward a reduction in delinquency referrals, within the limits of these data. This suggests that more positive findings might be isolated if a larger experimental group were available for analysis.

Not all delinquents are alike. Therefore, one type of treatment may change one type of youth, while it hinders another. Matching one type of aide with a certain type of youth may or may not "take." Interactions of these variables could be balancing out any possible outcomes. In the Case Aide Program, the interpersonal qualities of both the aides and their youths are not known. If these variables were controlled at the selection-matching process, the likelihood of experimental effects might increase, since the treatment's objectives would have been outlined in finer detail, including the youth having been assigned a counselor who complements his developmental level. There might have been increments of possible change that should be measured relative to the youth's previous level of functioning and to the specific goals set for him. These changes may or may not have occurred, but our tool(s) are not refined enough to say--we have only the final gross behavior of recidivism rates to use for measuring change.

A second major goal of this demonstration is involvement of community residents with the lives of juvenile offenders and, to some extent, their families. This first-hand contact broadens the citizen's awareness of youth's problems. By focusing on one or two youth at a time it was assumed the citizen aide would develop a new outlook on juvenile delinquency as it relates to and is personified by one or two youngsters. He would come to know and like a youth known as a "delinquent." In trying to help a youngster, the aide will have experienced the "ups and downs" to be expected in working with delinquents.

As an overall evaluation of their youth, 43% of the aides felt there was a "beneficial" response. However, an almost equal number (39%) report equivocal reactions and 4% report the youth's response was "not beneficial--the youth shows no improvement." From this assessment viewpoint, it appears most youth either improved or were in a process of changing, with a minority of one showing no change.

c) Counselors' Attitudes Toward The Program. Almost two-thirds of the counselors (65%) unequivocally regard the Case Aide Program as favorable, at the close of the demonstration. Five counselors mixed favorable with unfavorable responses or were ambivalent at program's end. Although almost all the counselors (94%) referred youth to the program, only slightly over half of them (56%) reported all their referrals could be accepted. Lack of available aides was cited as the reason. The counselors' response was greater than could be handled by a program administered by one coordinator responsible for recruitment, orientation and training, consultation, and supervision.

d) Youth and Parents' Responses, According to Counselors. Counselors in general report that parents welcomed the opportunities offered their child by the aide. Several parents reportedly told their youngster, "If you only realized how wonderful your aide is and how lucky you are!" Some parents reported the aide helped them to become a better parent in supervising and understanding their youngster. Another parent was relieved the aide wouldn't be taking her place. The small sample of parents report general approval of the program. One-third of the nine families interviewed wished their aides had gone even farther in working with their children.

e) Youth Interviews. Of the seven youth interviewed, five were male and two were female. Both the boys' and girls' families held and maintained favorable attitudes toward the aides throughout the program.

From this small sample, the majority of youth report some benefit from relationship with their aide. Whether or not they follow through on their long term plans or if their behavioral change is permanent remains to be seen; yet these indicators are evidence of an effective aide-youth interaction fulfilling the second major goal.

2. Small Group Programs For Boys and Girls. The Small Group Programs For Boys and For Girls were originally conceived as part of the Community Development Division's responsibility in South Eugene, paralleling some of the youth worker's duties in the rural areas of Oakridge and Junction City. Through a change in funding, this function was transferred to the Agency Program Division. The Central Lane YM-YWCA agreed to accept this program effort into their curriculum and youth workers were selected to activate these two programs.

a) Small Group Program For Boys. The Lane County Youth Project Small Group Program For Boys was initiated in September, 1964. Confined to the YM-YWCA, the Small Group Program limited itself to the South Eugene demonstration area. Good cooperation from counselors at South Eugene High School, across the street from the "Y" building, provided the names of a number of youth who had been identified as alienated youngsters. It was intended originally that the "Y" building would be a base for program operations with some use made of its athletic facilities as an aid to bring groups together.

The Small Group Program for Male Adolescents was designed to provide a somewhat structured group experiences for youth. The groups were to be reasonably small, have enough group structure to give the youth some identification, and allow for group processes to generate and function. The program was considered to be one of the steps in a reintegration process. It was to point the way to avenues along which youth might be able to pursue some of their own interests and to teach them how to make use of community and institutional facilities. The program was set up to be administered under the direction of the Central Lane YM-YWCA with planning and operation as the responsibility of the youth worker, who was to have access to other "Y" staff services and building facilities.

The general purpose of these programs was to provide problem youngsters with experiences that would help solve difficulties they were currently facing as well as to help them prepare for dealing with problems later in their lives. The youth worker in the boys' program sought to provide security-producing experiences in order to enable boys to cope with problems in areas which had been difficult for them. Individual counseling, sensitivity development, task orientation training, and recreation were four methods utilized to bring about this program purpose.

From its onset in 1964 until its conclusion in June, 1966, the Small Group Program For Boys underwent at least two dramatic modifications. Therefore, it is simpler to regard the engagement process as being separated into three successive program units.

The initial phase of programming can be clearly defined as the period between September, 1964, and April, 1965.

(1) First Phase of Boys Program. It was in the first phase of program operation that the relationship with the host agency reached its greatest point of strain. Primarily this came about through the inability of the program's special group of youth to contend with longstanding, traditional rules in the "Y" building which had to do with smoking, use of profanity, and noisy congregating in the lobby.

It is to the credit of the regular "Y" staff and program leadership that reconciliation, however tenuous, was attained whenever any of the negative factors reached critical proportions. Needless to say, such crises were of an ongoing nature although the stress they caused was tempered as time passed.

(2) Second Phase of Boys Program. Phase two of the program began in April, 1965, and ended in June, three months later. It was distinctive because of three major changes that were made: a new youth worker took over the leadership of the program; a special room at the "Y" was turned over to the program as regular headquarters; and the structure of the program idea changed to a combination of sport and recreational activities, individual counseling, group discussions, and involvement in planning special projects.

In these sessions the group took the opportunity to explore with each individual his feelings, the feelings of the others, and the possible cause of behavior which proved a problem to him. This was a most difficult process to keep on a constructive level and made the greatest demands on the Youth Worker in providing protective control. Sensitivity development sessions were always on a formal basis and were designated as such in order that the individual boys might make a choice about participating.

(3) Third Phase of Boys Program. Phase three of the program began in October, 1965 and concluded in June, 1966. The third unit of program was unique despite the fact that format, structure, and leadership were not altered. Two modifying factors accounted for the difference: an upsurge in the number of youth who wished to be a part of the activities in the "special room at the 'Y'"; and a sharp cutback in leadership's time available for working with the group.

The youth worker position had, from the onset of program, been set up as half-time but, in phases one and two of the program, the youth worker(s) tended to give full time attention to program activities and development. In Phase Three the youth worker, because of having a second, highly demanding half-time position, was pressed to maintain the small groups program operation at the level of time initially intended.

During this period of time it proved impossible to have total knowledge or get complete accounting of the actual number of youth who had contact with the "program." The number of "participants" was not only great but shifted in its complement from day to day. While many of the boys had personal contact with the youth worker in inquiring about the program or casually discussing some problem of the moment, there was no semblance of continuity at this time. Despite this fact, the youth worker attempted to fulfill his commitment in keeping up "contact notes" in order to get even this disorganized phase of program recorded for evaluation. Thus it came about that, although he may have filled out in detail the content of some of the contacts which he had, he could not even recall the names of some of the boys at a later time.

In a decisive action about mid-November the youth worker posted the list of the twenty-four "eligible" boys on the door. Subsequently he spent a considerable part of his time for the next two or three weeks handling reactions to the selection factors with both the "in-" and "out-" groups.

Through March, April, and May the program was once again a blend of individual counseling, group activity, sensitivity development, and task orientation. Near the end of May it became necessary for the group to give up the use of the permanent room assigned to them and, without the "headquarters," their activities dwindled to a natural demise in June 1966.

b) Small Group Program For Girls. The Central Lane YM-YWCA Small Group Program For Girls was, in its earliest stages, designed to serve dropouts only. This particular focus resulted when representatives of local community agencies joined with Lane County Youth Project staff in the original planning of the total concept of Small Group Programs. As in the Boys' Program, the Small Group Program For Girls underwent changes in personnel, supervisors, youth selection, structure, and focus. It, too, can be viewed as progressing in "units of operation,"each a necessary modification of its predecessor.

While the original group of six went well, it became apparent that a modification would have to be made in the selection process in order that the Small Group Program could serve more girls. The program had begun in September, 1964, and by mid-October the youth worker was ready to respond to a Junior High School counselor who had identified 20 girl truants who, she felt, were potential dropouts, some having delinquency records. The counselor speculated that, given some special attention, the girls might be deterred from leaving school. Through this selection process the new group was begun with six of the girls, ultimately becoming a group of nine after it had been under way a month or so.

The nine original girls were ninth graders aged fourteen and fifteen. The majority of girls were receiving D's and F's in their school work. The Juvenile Department had records for six, the police knew of an additional two, while one was unknown to either agency. Five of the girls were from broken homes.

The youth worker described some of the girls and their living situations in the following ways:

Girl A

> This girl was one of the original two who made up the nucleus of the group. Her hair was bleached and she wore heavy makeup, and usually dressed in tight clothes. In manner, she was at times extremely surly and uncooperative. Other times she seemed deliriously happy, almost to the point of hysteria. She did very poorly in school, although previous school grades and test scores indicated that she could be an above-average student. She was known to the Juvenile Department for shoplifting, truancy, curfew, and minor in possession of liquor. The Welfare Department had placed her in a foster home for several months. The

girl reported that her mother ran around with very young men and drank a lot. The girl had primary responsibility for the care of her three younger siblings. The girl was raped twice by a young man who frequently was around the house and as a result contracted gonorrhea. She turned herself over to the Juvenile authorities to get away from home and recently was placed in custody of her adopted father (her mother's second husband) and moved to his home state.

Girl B

This youngster joined the group three months after its inception. She had recently moved to town and was new in school. She became friends with one of the girls in the group. This girl does well in school but is still under-achieving. She is easily influenced by peers and gets into trouble with them. Her parents express concern over her "wild and uncontrollable" behavior, but appear unable to deal with it. The girl is openly hostile towards authority. She has been picked up by the police for curfew violation and vandalism, but is not officially known to the Juvenile Department.

(1) First Phase of Girls Program. The program for the girls started out with a simple structure. The group met at regularly scheduled meetings with an occasional spontaneous get-together. While some meetings were simply discussion periods, most involved an activity. The objective of the program was to give the girls new life experiences and guidance in helping them to adjust to adolescence. The main goal of the program was to encourage each girl to live a constructive life utilizing her potential as fully as possible. It was intended that the anti-social behavior exhibited by the girls would be dealt with openly through their participation in group activities and discussions.

The girls' group operated on a democratic basis. Group decisions for activities were made between the group and the youth worker. It was not unusual for the girls to experience difficulty in assuming responsibility not only for setting rules and limits, but also for following their own regulations.

All the activities decided upon had specific purposes. They were to broaden the dimensions of the girls' immediate world. Further, they were designed to give the girls experiences in which they could feel secure and be successful in order to offset their failures at school, at home, and in the community. Often these activities or other situations led to group discussions. Most frequently, these were informal, spontaneous discussions.

This group of girls was started in late October, 1964, and continued on through the summer of 1965. Throughout this period of time the youth worker noted several changes in the girls. They became comfortable in the "Y" and took pride in belonging to it. Many expressed that they had developed a meaningful relationship with an adult for the first time. Some exhibited greater interest in school activities to the extent of participating in dances, choir, and basketball. A few gained enough self confidence to apply for and maintain summer jobs for the first time.

As for the comprehensive Small Group Program for Girls, by February, 1965 the youth worker was operating her two groups (actual dropouts and potential dropouts) and was in the process of recruiting, screening, and training volunteers who could lead similar groups under her supervision. It was at this point that the youth worker expressed her need for a closer association with "YW" staff. Up until this time both the Boys' and Girls' Small Group Program youth workers had been supervised by a male more closely associated with the "YM" program.

Volunteers handled problems exceptionally well and soon the value and effectiveness of their work became apparent. Most of the volunteers spent far more time than their required minimum with their girls. They were ingenious at picking out interesting activities and untiring in their efforts to help the youngsters.

By the end of the school year many of the volunteers, most of whom were University students, had to terminate their groups. Wherever possible, girls from terminated groups were transferred into groups that were to continue throughout the summer.

By June, 1965, the Small Group Program For Girls was serving forty youngsters in groups ranging from four to nine. Some continued through the summer on a less structured basis. At summer's end the youth worker resigned to take another job and the supervisor added the youth worker function to her own.

(2) Second Phase of Girls Program. Despite the many changes, the "new" program attempted to hold to the previous year's design and aim. Again the school counselors requested that they be allowed more latitude in nominating girls for the program. While they worked with several girls exhibiting anti-social behavior who seemed destined to be dropouts, they also were identifying another group who, through general apathy, poverty, or mixed-up family situations, also showed signs of drifting from the school scene.

The final year of program involved ten volunteer leaders who worked with nine different groups of girls. Two of the groups were maintained throughout the entire program year, four were operated during a period of at least five months, and three had less than five months' experience. The program started out with thirty-five girls and ended with thirty-seven. Of the final group (thirty-seven girls) only twenty-one of them had been a part of initial thirty-five.

As in the previous year, group activities included swimming, puppet-making, taffy pulls, cooking, hair styling, field trips, "eating out" at restaurants and sororities, crafts, record parties, and informal discussions. Of the many activities experienced, swimming and group discussions proved to be the most effective in creating group cohesiveness from the program leader's point of view.

c) Small Group Programs For Boys and Girls Evaluation. A total of forty-five boys and ninety girls (including full participants and peripherals) were served by these two programs. The data available for evaluation showed no change in delinquency or school behaviors, with a negative attitude recorded toward school. A sample from the Girls Program registered a favorable attitude toward parental authority. Assessment of whether or not these types of treatment were appropriate to each youth's needs affects the evaluation of these programs. If youth had been grouped according to their personality characteristics it might have been possible to determine if the program had different kinds of effects on different kinds of adolescents. Further, the measurements were made during the program, rather than after.

It should be noted again that both programs changed over time. In the Boys Program, for example, Phase I used the "Y" for athletic activities only, while meeting at outside locations. Phase II, under new leadership, had access to a room in the "Y" and included individual counseling and group discussion. With the growing pains pretty well overcome, Phase III met with increased self-referral youth, but the number who could be served was less. The youth leader's time, and hence his activities, were necessarily limited, as financially stipulated.

Another evaluation problem concerns numbers of youth who received the entire program. There were five carry-overs into Phase II and fourteen carry-overs into Phase III. Even if the original five boys remained in the program to the end, they would constitute a very small sample upon which to base longitudinal research.

Further, the differential in time-spans between units may confound our observations. For example, the Boys Program changed after seven months, then after three months, and was concluded with a nine-month segment. If the time spans were equal, etc., cross-sectional evaluations perhaps could have been more revealing of youth's reactions to a specific set of the program conditions.

As it is, the boys and girls measured in the overall evaluation are from all program segments. But even so, when Phase II and Phase III segments of the Boys' Program's full participants measured for time-component differences in delinquency, no reduction in delinquent behavior was found. If the program, through adequate funding, could have been expanded, perhaps a more definite effect could have occurred.

An additional variable having possible influence on the data is that the special program groups were surrounded with a negative connotation that isolated them from other youth being served by the "Y". The Program youth's self-image, as reported in the questionnaires, therefore, may reflect these negative attitudes to some degree. In addition, the quality of leadership naturally changed through staff turnover. Each leader had his own individual leadership characteristics which may or may not have been to the best interests of Program youth. That is, no measurements assessing leadership qualities are reported here for analysis.

The "Y" Programs did serve to create some by-products resulting after its close. The Central Lane "Y" now issues scholarships to about 10% of its current membership, according to their director. Further, additional youth who would normally not participate in the "Y's" activities are bussed in from one of the local schools. Also, several former Program boys maintain contact with the "Y," or they have returned to school after having dropped out.

The program did accomplish finding alienated youth and it did attempt to reintegrate them into the community by combining the area's existing facilities into a new approach. This method linked several school counseling staffs with workers located at the Central Lane "Y" through the recruitment of youth not normally served. These acts represented a change in the operating structure of the "Y."

Its services were widened to include these troubled youth, and, therefore, its facilities were put to even more effective use.

It must again be noted that the program did not function under the conditions that were presumed when it was planned in the original Lane County Youth Project proposal. At that time, it was assumed that the Small Groups program would serve to help "lift" alienated youth to a point where they could be integrated into more institutional Youth Project programs, both in the schools and in employment areas. The fact that the educational program, especially, did not develop meant that this Small Groups program had to function under very different conditions than those proposed. The lack of positive findings, however real, do not necessarily provide a test of the program that was planned initially.

3. Juvenile Department Data Processing Program. The inadequacies of information systems in social agencies are an established fact. Locally, the problem became apparent during 1962 and 1963 when the Lane County Youth Project began its extensive studies of juvenile delinquents from the Lane County Juvenile Department's records to generate its proposals.

a) Juvenile Department Data Processing Program Description. The Youth Project, in late 1964, under the sponsorship of the University of Oregon Center for Social Services Training grant, placed a half-time research analyst at the Juvenile Department to help develop its informational resources. Duties involved analyzing ongoing methods and statistics available to describe the youth served.

While the resulting Data Processing Program at the Juvenile Department was not directly funded by the President's Committee, it was initially included in the proposal.

Early 1965 efforts were focused on programming records of youth counseled by the Juvenile Department since 1962--first into a uniform format and finally into punched card decks. This work was processed on the University of Oregon's 1620 computer by staff of the Lane County Youth Project.

A further system was in the planning stages when the Lane County Data Processing Center announced plans to convert its data processing operation to an IBM 360 series computer, including a 1231 Optical Mark Reader. The Juvenile Department decided to adapt its plans to this new system.

Late in 1965, a systems analysis of the entire Juvenile Department workflow was expanded. The goal was to make the most effective use of the new computing facilities, in relation to the Department. The balance of the year was devoted to committing all existing data to magnetic tape records, and to developing an optical scan sheet.

By March, 1966, the Children's Bureau of the U. S. Department of HEW, Welfare Administration, was sent a proposal requesting funds for a demonstration using these new facilities. The request was granted, with the Department assisting financially. The co-sponsors continued their consultative relationship. The Program Analyst was assigned as a staff member to the Department's director.

A counselor was selected from the Department's staff to work with this program so as to ensure transferability after the close of the demonstration. Training was provided for both the counselor and a statistical clerk from the Department's staff. Orientation sessions were held for the entire Juvenile Department staff.

The primary IBM source of information is the scanner sheet or the in-put document. Its design parallels ongoing work flow, yet requires a minimum of time for completion by counseling and clerical staff. In addition, it facilitates the data requirements of the U. S. Children's Bureau, with a view to providing a model available for other courts. That is, a similar scan sheet could serve other courts and the information could be forwarded to the Children's Bureau for summarization and subsequent reports. At all sources of information in-put, the Children's Bureau data categories would be included.

A two-part in-put document allowed for the new system to be phased in with minimal disruption to the ongoing work process. It was decided to record all cases referred, rather than only those assigned counselors as had been the practice through 1965. Cases would be coded when they received a disposition and entered weekly on computer records.

Additional work involved programming the processes necessary to handle the hundreds of scanner sheets. Procedures were designed for data storage, final record formats, summary sections, and sort/merge routines. Transfer routines--the merging of new scan records with the existing permanent file--were flexible enough to both update existing records and also create new data files.

These procedures allowed for IBM print-out of all referral records of youths receiving counseling services from 1962 through 1965, for research access, etc. Alphabetic and numeric listings of all known cases are now available. Programs are written to allow search, tabulation, and printing of data on 15,000 referrals, available in five minutes. In addition, 1966 data have been recorded and summary statistics are being produced for use in the Juvenile Department's Annual Report. By an earlier method, data processing for the report began as early as January in comparison to October.

Juvenile Department mailing lists have been converted to the gum label format. Mechanical production can create 1100 lines per minute. A future service possibility includes the return of information requests to administration or counseling staffs within one hour.

b) Juvenile Department Data Processing Program Effects. The products of this program allow quick access to the referral backlog and to records of twice as many youth (in 1966) as had been maintained the year before. The amount of information available on youth referred since 1966 is now doubled. All this can be accomplished with no increase in coding time. In fact, the coding error has been reduced from 15% under old methods, to three per cent.

The in-put document serves both the Juvenile Department and the U. S. Children's Bureau's needs, inasmuch as the organization has included this cross-agency transferability feature.

A number of tested out-put systems are in use for various programs, and a mailing list of the approximately 1300 juvenile departments in the United States and Canada can be quickly produced, representing a great reduction in clerical time.

Acceptance of this program was encouraged by including a counselor and a clerical staff member in its developing stages and by general staff orientation. As the system grows to meet future immediate needs, acceptance will increase. A Department representative will be able to phone a request to the Data Processing Center, giving the desired tape number and control procedures to the operator. Within one hour the information can be ready.

In summary, then, this program represents an attempt to modernize and improve Juvenile Court functioning in Lane County. It is felt that the system generated is not only efficient, but also will result in increased use of research data by the staff of the court. Certainly, answers can be given now to any number of complex questions which earlier were unanswerable.

D. Agency Program Conclusions

Overall, agency structures changed much more noticeably than did groups of individuals, by our measurements. The Juvenile Department has changed most by continuing the Case Aide Program as one of its services. In addition, the Data Processing Program is thoroughly interwoven into the fabric of the Department's structure. The Central Lane YM-YWCA, on the other hand, shows less definite changes. Its structural change occurred most during the program period. It now has communication channels and past experience upon which to guide future services for alienated youth. Currently, ten per cent of its youth membership cannot afford dues, but participation in Y programs is made possible through the extension of scholarships to disadvantaged youth. Another community change in agency structure is exemplified in the Eugene school system. It has accepted incorporation of a Case Aide-type service into the curriculum. Recently, funds have been reallocated to continue such services.

Lack of adequate funding prevented the original conception of overall agency programs from crystallizing fully into reality. Instead, some programs were funded at lower levels than anticipated, while other programs, again partially funded, represented only fractions of the initial encompassing plan for the area. As a result, integration between agency programs was not possible. Each program became a segment apart from the other, in most cases, linked only by a common sponsor's name.

Section 5. Community Development Program

I. Program Rationale

The multitude of educational, employment training, and agency changes called for in the Lane County Youth Project proposal requires extensive support and cooperation within the target communities. Without wide-scale involvement of local residents, programs such as those envisioned could have, at best, limited impact. The task of developing this involvement was assigned to the Community Development Division of the Lane County Youth Project. Community development programs were seen as including community planning groups for inventorying community needs and the enlistment of community support and resources to carry these plans to fruition. Youth development programs were seen as including leadership development, youth employment services, recreation, or special interest programs for exclusive segments of youth.

A. Rationale for Community Development Program

The role of the community in youth study and delinquency prevention is best explained in this paragraph from the original proposal:

> The community as an entity must receive attention in any program of youth development. This social setting encompasses an elaborate social structure integrated around property, government, health, law and recreation. The complex interaction of these social functions represents the context in which youth behavior occurs.

A highly diversified community development program structure was envisioned which would allow for maximum involvement of community leaders and resource people, with the representation of all socio-economic levels being crucial. Involvement of the unaffiliated segments of the community was necessary to know their needs. Of equal importance was the involvement of the affiliated, since they were in positions of importance in the local community and little change could be effected without their understanding or participation.

B. Rationale for Youth Development Programs. The peer culture of troubled and troublesome youth operates in a general community setting, rather than within specific institutional spheres. Many have given up their institutional contacts or do not participate in institutional affairs. Hence, they have become invisible to the agencies of the community--until some anti-social act brings those institutions to bear on their lives. In order to reach into communities and make contact with the invisible and alienated participants in this deviant youth subculture, the youth development strategy called for youth workers to function in the natural setting of the community. Activities envisioned for this program involved recreation, employment, and counseling by a youth worker.

C. Objectives

To achieve the ends sought of community development, and to assure the transferability of Project ideas to each community, the following goals were delineated as objectives to be attained:

1. Staff Community Development Offices: The proposed staffing pattern was to include a Chief of the Community Development Division, and a Community Services Coordinator and Community Youth Worker in each of the three demonstration areas.

2. Public Information: To aid public understanding of the Lane County Youth Project and related programs affecting the community, considerable effort was to be expended towards public information activities. To achieve these ends, working relationships were to be established with local representatives of the press; speaking engagements arranged for presentations to local civic, fraternal, church, and service groups; and individual contacts made with local leaders and lay people.

3. Involvement of Alienated and Disadvantaged Youth and Adults: Several techniques were to be introduced to achieve initial contacts with the alienated and disadvantaged; informal contacts made on the streets in the demonstration communities; contact made through the schools; contacts made through the youth enrolled in the Educational

Program classes; and contacts made through formal introductions from friends of the disadvantaged.

4. Improvement of the Economic Base in the Demonstration Areas: This feature of Community Development involved the organizing of civic groups and local citizenry into committees with the expressed purpose of initiating community economic development.

5. Improvement of Vocational and Employment Opportunities: This phase of the program involved finding and developing meaningful employment opportunities for disadvantaged youth. It was to provide an opportunity for other members of the community to become involved in the problems of youth.

6. Improving Education Opportunities for Disadvantaged Youth: Community resources were to be developed to expand educational opportunities, especially to pre-school-age children. These resources include forming committees, and recruiting youth and adults to the resulting programs.

7. Improving Recreational Opportunities in the Demonstration Areas: Noting that the disadvantaged youth are "locked out" of recreation activities because of financial limitations, availability of programs, or discrimination, programs were devised to provide for these boys and girls. The programs embraced the same philosophy as other recreational programs, but were made specifically available to the disadvantaged youth.

8. Broaden Cultural Growth Opportunities for Disadvantaged Youth: The goals of this particular objective were embodied in many of the other programs evolving from the previous goals. However, a number of specific events were to be arranged which could be labeled as culturally broadening.

9. Improve Home and Family Living Resources, Abilities, and Practices: This phase of the program involved home resources to be used to help the disadvantaged learn to help themselves. The program would involve community volunteers.

II. Program Implementation

The implementation of a program of community development in the Lane County Youth Project was initiated during the fall of 1964. Community development programs, as was the case elsewhere, were restricted because of the relatively small amount of funds available. The Community Development implementation plan provided for one Community Services Coordinator in each of the demonstration communities. His responsibility was to develop and implement programs in community planning, citizen participation, and leadership development. This person had to make many contacts with different social classes and with community groups and leaders, with the express purpose of encouraging participation in community planning groups and community services groups. This person also had to make contacts with institutions and agencies to gain their cooperation in community endeavors. By acting as a consultant to working groups, the Coordinator could lend direction to committee work and supply information and resources when needed.

The program itself became a joint effort of the Youth Project and the Oregon State Cooperative Extension Service. The staffing of the program consisted of a Chief of Community Development for administration, and (1) in South Eugene one community service coordinator and one community youth worker, (2) in Junction City one community services coordinator, one community youth worker, and one home and family life coordinator, (3) in Oakridge one community services coordinator who also functioned as the community youth worker.

1. South Eugene. The Community Development Program in South Eugene was started in March, 1965, and lasted through September 1966. The following are some of the programs carried on by the South Eugene Community Services Coordinator:

   a. Establishment of a Eugene Planning Committee, a group which was concerned with economic planning and community development.

   b. Development of Community Volunteer Office, which aided in the creation of increased awareness of the need for volunteers in the community.

c. Improvement of Educational Opportunities, through such activities as the formation of a Eugene Pre-school Education Committee which helped promote kindergarten and Head Start programs.

2. Junction City. The Community Development program in Junction City was initiated in August, 1964, and ended in December, 1966. A Home and Family Education Coordinator was added to the staff in February, 1965. Activities in this area included:

a. Formation of a Junction City Study Committee, a group of twenty-five local citizens who were organized to discuss community problems.

b. Organization of a Volunteer Family Visitor Program, consisting of individuals who aided disadvantaged families in obtaining surplus foods, furniture, and medical care.

c. Improvement of Local Educational Opportunities, by such actions as organizing a local committee that was instrumental in the implementation of a Head Start program.

d. Improvement of Home Living Resources, Abilities, and Practices, by organizing classes in such activities as sewing and home management.

3. Oakridge. The Oakridge Community Development Program was begun in January, 1965, and continued until September, 1966. In this area, the community services coordinator (who also served as the community youth worker) engaged in the following kinds of activities:

a. Formation of an Oakridge Community Committee, to study local community problems.

b. Organization of Community Health Council, to deal with emerging problems of community health.

c. Development of Community Bus Service, as part of the effort to expand local recreational facilities available for youth (a particular problem in remote areas).

d. Involvement in the Annexation of Willamette City, an important step in improving the economic base of the community of Oakridge.

To carry out the goals of the Youth Development Program each demonstration area was to be provided with a Community Youth Worker. The goal of these workers was to provide counseling in the alienated youth's own locale. The workers would identify, contact, and engage these youth in education, recreation, and employment programs. The Program operated on a basis similar to the urban detached worker. The alienated youth are detached from institutions, agencies, and family and depend heavily on their peer relations. An effort had to be made to reach out to these youngsters. Since they would not likely come to the Program--which would be viewed much like any other institutional function--these youth had to be met on their own grounds.

1. South Eugene: The community of South Eugene had four different Community Youth Workers over the Program's two years of operation. Program started in September, 1964, and ended in November, 1966. During this period, the following programs were carried out:

a. Improvement of Recreational Opportunities: A Teen Activity Night Program sponsored by the Eugene Department of Parks and Recreation was having low participation. With permission, the Community Youth Worker began involving disadvantaged and delinquent youth in practice basketball. Seventy-four boys were soon participating. Twenty-nine had been contacted by the Youth Worker, and the other forty-five had been informed by their friends or by Recreation personnel.

b. Monroe Center Fun Night Activities: Though this was primarily a Eugene Parks and Recreation activity, the Youth Worker was able to involve disadvantaged youth. From fifteen to twenty-five boys participated at different times.

c. Rock 'n' Roll Band: In February, 1965 a band was formed consisting of four boys. They have played for a number of local dances and on several occasions have fulfilled out-of-town engagements.

d. Special Outdoor Outings: During the summer and early fall of last year, several overnight trips in the Three Sisters Wilderness Area were taken, involving a limited number of boys and, in one case, some of the boys' parents.

e. Mechanics Groups: A building was offered by the Parks and Recreation Department upon request, that would be suitable for a shop where boys could work on their cars. Instruction in both shop safety and auto repair was offered.

2. Junction City: The function of the Youth Worker in this demonstration area was the same as for South Eugene. This phase of the Program began in September, 1964, and continued until October, 1966. The post was filled by two different people in that time. The activities here included:

a. Girls Service Club: This club was started to provide a focus of interest for girls who could not relate to Girl Scouts or the local 4-H club. It was geared to Junior High School youngsters.

b. Summer Recreation: A survey in the local high school established the need for playground and recreational activities during the summer. The Youth Worker organized the program and the Business and Professional Women's Club supplied funds and schools supplied facilities from 9 o'clock to 12 o'clock for younger children while older children and adults used the facilities from 4:30 to 9:00 p.m. One hundred and fourteen youth and thirty-six adults were registered in the Program. Thirty-eight had seldom participated in community activities.

c. Basketball: Because youth engaged in the after-school program were interested in challenging other youth, four basketball teams were formed. During the season, 18 games were played. Forty-four youth and fourteen adults were involved. Subsequently, the Jaycees took the responsibility for sponsorship.

d. Softball: Participants in the after-school activity also participated in competitive baseball. Several teams were formed involving forty-nine youth and twenty-two adults.

e. Junction City Car Club: This program involved both youth and adults in the community. The advisor was a local mechanic, known and respected. The Club provided both a socialization and a learning experience for the boys.

f. Youth Advisory Jury: The advisory jury was selected and organized to help local judges with juvenile traffic offenders. On recommendation of the Junction City Youth Council, the jury was made up of one high school graduate under twenty-one years of age but still living in the community, one high school dropout, and one youth making average grades in high school. Eighteen different youth advised on twelve cases.

g. Youth Employment Service: Objective 5 stipulates the Program was to help find employment for disadvantaged youth. A Youth Employment Service Center was established where youth and employers could register. This center was staffed by adult volunteers. During the summer of 1965, forty-three jobs were found for the seventy registered youngsters.

3. Oakridge: In this community the Youth Worker and the Community Services Coordinator were the same person. The following are some of the programs carried out in this demonstration area:

a. Oakridge Youth Council: A hand-picked group of seemingly interested youth represented all socio-economic levels of the community. They decided that a youth council was not needed in their community.

b. Activity Nights: The youth in the Lane County Youth Project Education Class approached the Youth Worker to determine what they could do during their leisure in the evenings. Permission to use the school gymnasium was granted. Soon other youth began participating, involving in- and out-of-school problem youth with non-problem youth as well. Participants in the evening activity ranged from twenty-five to forty youth. This program expanded to a point where one of the elementary teachers requested the school be opened a second night, doubling the activity time.

c. Softball: The disadvantaged youth took readily to the softball program. The Youth Worker arranged for facilities and equipment. The boys played other local teams, and became a team in the Men's Summer Softball League. They had the sponsorship of a local restaurant, and played two evenings a week in the adult men's league. Seventeen youth participated in this program.

d. Slot Car Racing: With the help of the Youth Worker and several technically qualified adults, the youth built themselves a slot-car track. From twenty-five to seventy youth participated weekly. The lack of space and the competition from commercial slot car operations drew the boys from their project, the construction of a new and larger track. Many hours of activity and fun were provided, however.

e. Other Recreation: Occasional parties were arranged by the Youth Worker as the interests of the youth dictated. Up to twelve youth at a time participated in these activities. These parties have involved some planning by youth in every instance. Special activities involving groups of problem and potential problem youth have been presented periodically. These include trips to college athletic events, trips to Eugene for slot car racing, trips to other demonstration areas for athletic events, sledding, water skiing, and occasional target shooting. In other instances, individual recreational activities have been part of the process to engage, council, and/or stimulate interest and participation in group activities.

III. Program Evaluation

A major component of the evaluation of the Community Development Program was based on sample surveys of residents in each of the three demonstration areas. For comparison purposes, a sample was also drawn in each of the quasi-control areas.

A. Summary of Possible Program Effects in Oakridge

The survey data suggest that the following effects may have been created by the program in Oakridge:

1. An increase in the concern and involvement of working-class residents in city and school matters.
2. An increase in concern and some involvement in city affairs which appeared to cut across class lines.
3. The increased willingness to support better city services through taxes that occurred at every class level.
4. A pattern of negative response to educational programs that appears to characterize the middle class group.

5. Despite other patterns of increased support and in discussion of school affairs, in no class group did actual participation in school affairs increase over the two-year period. Any program effect in educational matters was somewhat indirect and did not come about through direct participation in a formalized school program.

B. Summary of Possible Program Effect in Junction City.

These data suggest the following conclusions regarding program effect in Junction City:

1. By and large, it does not appear that there has occurred a process which has served to generate strong community interest, involvement, and approval of the governmental and school issues viewed as important to the Lane County Youth Project. To be specific, there was across class lines no increase in interest, or in actual participation in either school or governmental affairs.

2. The one slight indication of possible program effect that emerged in the working-class was the pattern of increased discussion of school and government issues with family, friends, and officials. However slight this trend, it may be indicative of the initiation of an important process of community change which may take place in the future in this demonstration area.

C. Summary of Possible Program Effects in South Eugene.

The absence of meaningful social class groupings renders as useless an attempt to describe them separately; rather, the following conclusions seem to hold:

1. There has not been any significant increase in either interest or involvement in school issues during the course of this program in any of the social class groupings.

2. There is no consistent pattern of increased approval of school related issues, since across class lines two-thirds of the items show net decreases over time in item approval.

3. It does not appear that the program has materially improved the barganing position of the working-class group regarding school or municipal affairs.

4. The data would support the conclusion of some of the program staff that community development was difficult to achieve in an area like South Eugene which lacks a definition as a community in the minds and eyes of its

residents. Impressionistic data suggest that these residents do not see themselves as residing in a "South Eugene" community. The absence of such a definition makes it difficult indeed for a program to mobilize residents around community issues. It does appear that, for whatever reason, an overall pattern of increased interest, involvement, and approval of school or government issues is absent in the South Eugene demonstration area.

D. Summary of Possible Youth Program Effects.

Current information does not yield a clear interpretation of the effects of the youth development program. In two of the demonstration areas, Oakridge and Junction City, there was a decline in the rate of referrals to the juvenile court during the period of the program. Attaching this result to the program is difficult, however, since the comparison with matched quasi-control populations suggests the possibility that the apparent program effects might be accounted for by maturation rather than by program. On the other hand, in Oakridge at least, the earlier observed impact of the educational program can be interpreted along with these data, since many of the youngsters served by that program were also involved in the youth worker program. That is, the effect generated in the community was likely to be a joint result of the educational and youth worker programs.

E. Other Qualitative Effects.

These data, then, suggest the existence of community development program effects in Oakridge, some minimal effects among the working-class residents in Junction City, and little or no consistent effects in the South Eugene area. This information, of course, does not tell the total story of the community development efforts. Many of the changes brought about were in areas not specifically affecting schools or city government, and often a population was dealt with which would preclude the observation of program effect through a random sample of adults. Some illustrations of these program effects in each of the demonstration areas can serve to make the point:

1. In order to bring about the development of "awareness, concern, and support of community action programs," both Junction City and Eugene developed active civic action committees. The Eugene Community Planning Committee was a re-activated committee which had earlier been appointed by the Mayor of Eugene. This group played an active role in supporting the Eugene Community Center bond issue, which was passed May, 1966.

2. The attempt to bring about greater integration of youth was reflected in the Youth Councils established in Junction City and Eugene. In Eugene, Council youth and volunteers spent four Sundays cleaning the 16-acre Pioneer Cemetery which borders the University of Oregon campus. As direct result of this effort, the long neglected and previously unkept cemetery is now mowed and cleaned regularly by the community. The Junction City Youth Council formed, among other groups, a Youth Advisory Jury. As of October, 1966, 18 young persons had been heard on 12 traffic cases, and all decisions had been upheld. Another group, the Youth Employment Service, found jobs of various types for 70 young people during the summer of 1965.

3. An illustration of the achievement of economic development goals was observed in Oakridge regarding the annexation issue. A 15-year controversy regarding annexing the adjacent community of Willamette City was constructively organized into community acceptance by the Community Services Coordinator. The Mayor of Oakridge initiated contact with the Coordinator in August, 1965, and through active processes of community involvement and development, by October, 1966 the Willamette City area had voted affirmatively on the annexation issue.

4. The goal of assisting in "improving of vocational and employment opportunities for disadvantaged youth" has been partially achieved through the implementation of group work projects which have become institutionalized in Oakridge. In this community, the school has taken over responsibility for continuing the work study program in cooperation with local businesses.

5. When influential and active spokesmen for Community Development Programs are working within a community, the acceptance of these programs is increased. In the case of the Community School Program, two Project divisions--Educational Programs and Community Development--had staff members interested in this after-school recreational program allowing youth to use the school's gym and facilities. Their enthusiastic reactions motivated the acceptance of this program in Junction City. In addition, both Oakridge and South Eugene have adopted the Community School concept as a result of their contacts with Project personnel. These two areas have secured support funds under Title I (Elementary and Secondary Education Act), while Project HELP provides financial assistance in Junction City.

6. Of the three demonstration areas, residents of Junction City were perhaps most aroused by the closing of the Community Development Office, although Oakridge exhibited similar strong feelings. However, Junction City acted to create financial means to hire a man to continue Community Development Programs in their area. He is the local replacement for the Community Service Coordinator.

These kinds of effects are illustrative of the various kinds of impact a program of community development can have on a community. It is important to note, then, that the community survey design represents only part of the evaluation of the community development program, and that much of the "effect" of this, or any other, community development effort will be gauged one, two, and five years (or more) after the program itself has terminated.

Section 6. Training Division Programs

FOREWORD

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

The development of the LCYP In-Service Training Program needs to be interpreted in the context of several major factors:

--The comprehensive training program as visualized in the original proposal was not funded.

--Though it was felt to be imperative that a Project of this nature have an In-Service Training Component from its inception, demonstration programs were in operation for one year without such a component, resulting in many fixed attitudes on the part of Project staff and Board, as well as the general public.

--Lack of centralized training activities during the first year resulted in duplication of efforts and lack of opportunity on the part of many new staff to conceptualize objectives of the total Project.

--The Training Proposal, when funded, included a scaled-down pattern having one training chief and an assistant, which definitely affected comprehensive training activities.

--The dynamic nature of the demonstration project itself, with its various interrelated programs, created a network of activities with the community and its agencies and organizations.

--The involvement of Lane County Youth Study Board as an OEO Community Action Agency made the Project more complex internally as well as in relation to the community.

--Limited training resources forced the Training Division to set priorities on its activities and utilize strategies that could affect a maximum number of people in its role of training, e.g., the Project staff, Lane County Youth Study Board members, and community agencies and organizations.

I. SUMMARY OF TRAINING DIVISION PROGRAMS

A. Historical Background and Rationale

The original proposal presented to the President's Committee on Juvenile Delinquency identified the primary training tasks anticipated by the Lane County Youth Project. It proposed a plan and staffing pattern to provide this training.

A centralized training program was designed to insure adequate training coverage, training content appropriate for the goals of the demonstration program, and maximum and most efficient use of training resources. Because of the nature of demonstration, training was to transcend institutional lines. Training efforts were to adjust to needs identified during the course of the demonstration programs as well as to those perceived in the beginning. For these and other reasons, primary responsibility for developing the comprehensive training plan and for implementing it was lodged in the Youth Study Project's original proposal in December, 1963. Training was linked functionally to cover Project operation and was to be sensitive both to overall program needs and to those of individual program segments.

The success of the demonstration programs was to be determined in large part by the efforts of Project and community agencies and organizations. These efforts, in turn, were to be the product of the motivation, knowledge, and skills possessed by these individuals. The size, importance, and cost of the demonstration programs were such that means for insuring a high quality of staff effort were critical.

Project efforts were to be geared toward recruitment of the most qualified personnel possible. The general shortage of trained personnel, the fact that such projects can give no assurance of long-term employment, and that recruitment of a large staff must be done quickly, all had a definite bearing on the characteristics of a staff that was to be assembled for Project operation.

The Project realized that even the best qualified personnel would require a heavy investment in staff training. Successful operation of the Project was to depend upon the clear understanding that Project and community agency and institution staffs would have about the demonstration plan, its underlying assumptions and its methods, as well as their possession of skills necessary to implement the program. Project operation foesaw need for staff from different disciplines as well as individuals from non-professional disciplines. Thus, it was necessary to provide training that would insure interdisciplinary effort in addition to cooperative and effective efforts between professionals and nonprofessionals.

Adequate staff training was imperative. Training in a project of this nature requires assembly of an entire staff for a complex operation on short notice. They were to face the task of quickly translating a written document into an operating program, but many of the skills were to be learned or their method of application adjusted to a different situation than that faced by staff before. Clarification of Project goals and development of the operational plan necessary to reach those goals were dependent upon efficient learning as well as teaching on the part of the staff at all levels.

The nature of the tasks dictated use of Project, community agency, and volunteer personnel. Varied staff training activities were to be shared by community agencies and institutions and the Youth Study Project.

B. The Training Tasks

The demonstration project as proposed for Lane County was similar to the creation of a new agency in the sense that a series of complex programs and tasks were to be initiated within a short period of time. This involvement of present staff, division heads, participating agency staff plus new staff employed for the Project, was essential.

Creation of a new program in a brief time period required heavy investment of administrative and training effort. The nature of the programs, the need to move quickly but with clarity and with certainty, and the fact that a relatively large group of new staff was to be involved at administrative and supervisory levels (in the early stages particularly) indicated that administration and training were to go hand-in-hand.

The elaboration of program goals, content, and methods contained in the programs gave many leads for identification of the training tasks. Following is a very brief description of the training tasks based on the then-projected program activities:

General orientation (to the Youth Study Project goals, programs, and methods) was necessary for all Project staff and for participating agency staff and volunteers. This training activity also included use of written materials supplemented through a variety of ways, including discussions, visits to demonstration areas, schools and agencies, and more specialized orientation by individual Project supervisors.

The special requirements of the demonstration programs and the characteristics of individuals who were to implement them indicated the need for "special emphasis" training. The new focus and new methods utilized in various demonstration program segments called for shifts in perspective, basic orientation, and methods.

The staff of each program had unique training needs. Educational personnel, particularly at the secondary level, needed help in accepting the worth of educational content and effort that does not lead to college entrance.

Youth employment personnel required special training in concepts and methods involved in the process of recruitment, testing, counseling, skills training, and job development. Special training was to be presented in new methods to attract and hold these youth in the Youth Employment Programs.

Social work personnel did, in a sense, have to be re-trained or oriented in their approaches in the broader environment.

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The social worker's "psycho-social" approach implied a shift in emphasis from helping the individual to understand the psychological dimensions of his behavior to that of serving as "motivator," "broker," or "catalyst" in the individual's relationships with his broader environment. Training to acquire this orientation, as well as skill in applying such methods, was essential.

The nature of the problems and the small demonstration communities made imperative the adequate training of youth workers.

Special emphasis for orientation of staff and volunteers to the problems of disadvantaged families and youth was vital. Education, experience, and self-image combine to give many program staff and community volunteer people a "middle class bias" and a "middle class image." Training to develop understanding and overcome the barriers this bias and image created was to be the key to effective programs.

Training tasks were also identified in relation to the "demonstration" and "research" components of the Youth Study Project program. Project and agency personnel not familiar with research methods and requirements needed help in understanding the special problems and responsibilities imposed. Staff needed general orientation to the evaluation plan and to the general methods employed.

Research staff needed training to help translate the evaluation plan into action with a minimum dislocation of operating programs. They needed a high degree of familiarity with the goals and methods of each program.

Another expected training task was to help the "urban-oriented" staff understand implications of the orientation and image required to work with people in a rural or small city setting.

However, this comprehensive centralized training program did not materialize during the first year of the demonstration program because of lack of funds.

During the first year (January, 1964 through December, 1964) tasks were carried on by individual divisions as needs arose. Training activities during that time were not a systematic coordinated effort and the task became an additional burden on program chiefs and other Project staff.

As the Project continued to broaden its activities involving increasing numbers of professionals and non-professionals on all levels, the Project on September 15, 1964, submitted a proposal, "Development of the Inservice Training Program," to the U. S. Department of Health, Education, and Welfare, Office of Juvenile Delinquency and Youth Development.

The first year training grant was awarded for the period from March 17, 1965, through March 16, 1966, providing for a Training Chief and an Assistant but not for a formal evaluation. A second year of funding at the same level, covering the period from March 17, 1966, through February 28, 1967, was provided by including the Training Division as a component of the Juvenile Delinquency Demonstration Programs.

About midway through this in-service training program, in December, 1965, the Project received funding for the Family Service Program under Title II of the Economic Opportunity Act. This required additional training efforts addressed to poverty and its effects on families and youth.

The Training Division also saw a need for intensive training of staffs of community agencies and organizations and their exposure to youth problems. Evaluations of several training sessions indicated that Project staff too needed to be made more aware of problems of youth. On April 22, 1966, the Training Division of LCYP submitted a proposal to the Office of Juvenile Delinquency and Youth Development to train persons in community agencies and organizations in order that they might have a greater understanding of youths' problems. The proposal "Orientation to Youth Problems: A Community Training Program," was approved to run July 1, 1966 through June 30, 1967.

The Training Division submitted a proposal to the Office of Law Enforcement Assistance, U. S. Department of Justice, on November 28, 1966, which was funded in early January of 1967. This proposal, "Training Materials Development Project," will capitalize on the training experiences of LCYP and will develop and disseminate materials and techniques providing vital assistance to persons working in correctional settings.

Another proposal, an Inter-Agency Community Training Proposal, to assist in the transference of LCYP Research and Demonstration Programs to the local, state, and regional community agencies and organizations, is pending with the Office of Juvenile Delinquency and Youth Development, U. S. Department of Health, Education, and Welfare.

II. DEVELOPMENT OF THE INSERVICE TRAINING PROGRAM

The rural component and innovative nature of the Lane County Youth Project dictated the need for training of competent staff to work with non-urban based youth and their problems. Another purpose of this training program was to develop coordination of inter-agency efforts.

To obtain a clear picture of what the staff of the Lane County Youth Project felt were their training needs, the Training Division solicited an assessment from each Division Chief. Each chief discussed with his particular staff areas where training was needed, along with suggestions for meeting this need. The resulting material was examined and codified into a systematic training program. Out of the expressed needs of staff (many of which were in accordance with the original training proposal) was developed a Master Training Plan for Lane County Youth Project staff development. The plan consisted of two sections: Section I for staff orientation to the Lane County Youth Project, and Section II for long-range plans for staff development, covering in depth many of the subjects touched upon in the orientation program.

The Training Division began the implementation of the Training Plan with an Executive Staff Retreat, which afforded an opportunity for Division Chiefs to discuss issues facing the administration of the Project. Prior to the Retreat, ideas of specific topics to be discussed were submitted to the Training Chief. The common theme among these topics was "the roles of Project Directors and Chiefs in policy and decision-making processes." An outside group leader moderated the discussion. The first Retreat was productive and had the following impact upon the Lane County Youth Project:

1. Subsequent Executive Staff meetings became more meaningful and productive, providing more effective administration of the Lane County Youth Project.
2. New administrative models for the Project were considered and a committee was formed to continue investigation of this problem.
3. Division Chiefs acquired more efficient communicating skills, helping progress within the Project.

After this Retreat, outside demands began to occupy the Training staff. Due to the innovative nature of the Lane County Youth Project and its visibility in the community, local agencies and organizations continually requested orientations to the Project and a firsthand look at Project programs. Previous to the funding of the Training Proposal, these demands were met by various staff members, but at best this provided only a piecemeal look at the Project. With the advent of the Training Division the Project could better meet its obligation to respond to outside requests. Consequently the Training Division began to organize Project Orientation Programs for different agencies, organizations, and groups. These sessions were aimed at increasing community understanding of the Project and bringing together community persons and project staff, which resulted in an increased staff awareness of community attitudes towards youth.

For the past four years, the Training Chief has been Director of the Juvenile Court Summer Institute. This is a one-week Institute for juvenile court workers, agency staffs, school personnel, and staff in related fields and is co-sponsored by the Oregon Juvenile Court Judges Association and the University of Oregon. This training program is attended by a number of Lane County Youth Project staff, many of whom have participated as speakers, panel members, and workshop leaders. Several of Lane County Youth Project's programs have been featured in the Field Observations, Panel Presentations, and Workshops.

As a result of the funding of the Family Service Program under Title II of the Economic Opportunity Act, new staff were involved in orientation sessions in which background of the Lane County Youth Project was presented. Through these sessions the training staff was able to assess future training needs of the new Family Service Program staff. Training sessions became essential to the operation of the Project and in assisting new staff to identify Project objectives and goals. As LCYP grew in size and acquired new physical facilities for programs, orientation to the total Project became a principal task of the Training Division.

Follow-up sessions held after the initial training orientation called for a great deal of staff planning. For example, prior to the Family Service Program Staff Training Institute, several meetings were held with staff and training consultants. Training consultants used in this session were trouble-prone youth and a group of mothers receiving welfare aid. It was necessary to meet on numerous occasions to assist them in identifying their training roles and how best to present what they had to say. The institute was evaluated by means of a questionnaire and by subjective comparisons of staff attitudes before and several months after the training.

Throughout the Training Program, LCYP staff was involved in outside training programs whenever appropriate. The Training Division provided funds for the staff to attend other training sessions within the community, cooperating with such sessions as the "Poverty Conference" held at the University of Oregon. When staff attended these outside sessions they submitted evaluations of the experience to the Training Division and shared what they had learned with other staff members. In this way the Lane County Youth Project was utilizing the resources of the community as well as sharing knowledge about the Project to the community.

With Economic Opportunity Act funding, the Lane County Youth Study Board acquired new members, many of whom were sketchily informed about the Project, its youth programs, and its connection with the Office of Economic Opportunity and the Office of Juvenile Delinquency. The Training Division planned and conducted periodic training sessions for the Board members, including an orientation to the various Project programs. Subsequent sessions included Board members and Project staff in a series of discussion groups designed to acquaint new Board members with the programs and goals of the Board and Project and also to serve as a progress report for the older Board members. One of the major objectives of these sessions was to assist the Board members in interpreting LCYP to the community. Another objective was to increase the Board's willingness to accept federal money for program support when appropriate.

The Training Division coordinated and Lane County Youth Study Board sponsored a two-part community-wide informational program, "The Face of Poverty in Lane County." This program was designed to sensitize the community to the problems and solutions surrounding poverty. The program used the skills of low-income family members in panel presentations, and Board members served as moderators, narrators of slide presentations, etc. The conference attracted over 1,300 community citizens.

In addition, with the limited resources available, the Training Division has attempted to provide general orientation for community agencies, organizations, such as local school district teachers and counselors, WICHE students, VISTA trainees, League of Women Voters, Junior League, and many others.

The Training Division was aware that training sessions alone would not meet all the needs of staff and that a large variety of reading material was to be collected and made available. Through the Division, a Staff Library, consisting of over a thousand catalogued items, including books, journals, abstracts, reports, etc., was organized. The Training Division further assumed the responsibility of becoming the publications center for the Project. The latest publications in the areas of youth problems and poverty were acquired, catalogued, and disseminated to staff. The Project regularly subscribed to over twenty professional journals enabling the staff to keep abreast of the latest developments in their respective fields.

The development of the Training Program was influenced by many factors not present at the time the grant was awarded. The Inservice Training Program has had to move in directions dictated by the Project program changes and expanding needs of the staff.

III. EVALUATION

Inasmuch as no formal evaluation was funded, the impact of training activities on the Lane County Youth Project, its Board, and the general community could not be formally evaluated. Only a limited amount of Program Analyst's time was provided from the Agency Programs Division for questionnaire design and data analyses. These analyses provided feedback materials from a sample of In-Service Training sessions and assisted in necessary modification and redesigning of training programs so as to meet constantly changing needs of staff.

IV. RELATED TRAINING ACTIVITIES

A. Training Library

The Lane County Youth Project Library has been incorporated into the Training Division and functions as a meaningful component of staff training. Material is catalogued in a systematic manner. The Training Division is responsible for ordering books and journals so that the latest material on youth problems, poverty, and other relevant subjects can be readily available to the Lane County Youth Project staff.

B. Procedures Manual

The Training Division designed a Procedures Manual for all staff which includes information on:

--Administrative Procedures
--Personnel Policies
--Travel Forms and Policies
--Insurance Provisions
--Purchase Procedures
--Other Related Material

C. Training Materials

1. Abstracts. Journals, books, and articles coming into the library were first reviewed by the Training Division. Pertinent abstracts were made and distributed to staff. Book reviews where appropriate were made and distributed.

2. Write-up of Training Sessions. Each Training Session was evaluated, formally or informally, and a complete write-up made when possible.

3. Tapes. The Training Division taped all training sessions and maintained a tape library for use by staff. Most tapes, except those of confidential nature, were available for the edification of all staff.

4. Resource Development.

a) Proposal development and consultation with the Office of Juvenile Delinquency and Youth Development resulted in a 12-month training grant ($59,602 with a provision for a 6-month extension) beginning July 1, 1966.

The grant is being used for an experimental training program entitled "Orientation to Youth Problems: A Community Training Program," which will train persons in community agencies and organizations in order that they might have a greater understanding of problems and needs of the community's young people.

The Training Division has employed young people to be Youth Consultants to service agencies, civic organizations, industry, business, school boards and administrators, and Lane County Youth Project staff, all of whom need to be concerned with youth problems. These consultants represent both those youth who have delinquency records, those from minority groups, the school dropout, and in-school alienated youth. Training will alert community institutions to what youth and their problems are and will encourage them to effect change so as to create new opportunities for all youth.

b) Developed and submitted to the Law Enforcement Assistance Office, U. S. Department of Justice, the "Training Materials Development Project" proposal. It was approved and will be funded from May 1 to August 31, 1967, for the development of training materials for correctional personnel, particularly for those in rural-small city areas.

c) Developed and submitted to the Office of Juvenile Delinquency and Youth Development the "Community Implementation of Youth Development Programs in Rural Small-City America: An Inter-Agency Community Training Proposal." It is to conduct a one-year training program designed to disseminate Project findings in a manner to inspire the development of LCYP-type programs demonstrated to be effective in the alleviation of the problems of alienated youth and their families. The proposal now is pending.

D. Community Related Activities

1. Participation in Western Interstate Commission for Higher Education planning meeting for staff service training for Oregon correctional personnel.

2. Provision of audio-visual aid and technical training assistance to numerous Community Action Programs.

3. Participation by Training Chief in the Northwest Regional Conference of the Child Welfare League of America Workshop, "Utilization of Pre-Professional Manpower."

4. Other:

   a) Lane County Community Health Council
   (Training Chief, member, Board of Directors)

   b) Mental Health Survey (Training Chief, Co-chairman)

   Study which included an assessment of mental health services, resources, and needs in Lane County. The study committee included 80 professional and lay citizens who spent one year in gathering material on which to base their recommendations to the Health Council.

   c) Buckley House Study (Training Chief, Chairman)
   Alcoholic residential treatment facility

Section 7. Program Conclusions

The Lane County Youth Project was in existence for a period of four and one-half years. A number of things were learned during that period with respect to ways of conducting a program for youth development, what the substance of such a program should be, and the pitfalls to be aware of and avoided in future programs of this nature.

A. Program Coherence and Project Funding

One major conclusion that flows from the experience of the Lane County Youth Project concerns program coherence and project funding. Comprehensive action programs require such coherence in the organization of components and of a theoretical frame of reference. Communities should not be subjected to the stresses and strains that have resulted from the kind of funding model the Youth Project was required to follow during its lifetime. The original plan was simple, and provided for program integrity and coherence. First, the community was to receive funds for a planning period from the Office of Juvenile Delinquency. If the developed plan was acceptable to the Office, funds would be forthcoming for a three-year demonstration period.

When the Office of Juvenile Delinquency accepted the plan but provided only partial funding, it created a set of conditions which constantly threatened the cohesiveness of the Project. From the program aspect, it was extremely difficult to maintain the coherence of the original proposal when different federal agencies had to be dealt with in order to obtain funds. The perspective desired by the Office of Juvenile Delinquency was not necessarily shared by other funding agencies, either public or private. The process of proposal writing required, then, that the ideas be "doctored" to meet expectations of these other agencies if funds were to be granted. For example, in some instances funds were available only for program methods, or for purposes somewhat different from the original plan. Even if the process of "assumption tinkering" were successful (and often it was not), it then raised the problem of integrating the program into the originally specified theoretical frame.

Further, there were a host of resulting problems. The administration of funds can provide a simple illustration. Each of the agencies had different sets of requirements and regulations. Funding dates were different. Financial accountability rules varied. Groundrules for acceptable grantee share financial contributions differed. The accumulation of these seemingly trivial administrative details made it exceedingly difficult for administrators to direct their programs. Often they posed more serious problems than were apparent. Program planning was short-term or shifted as the funding bases changed.

It also follows that program suffered as a consequence in the area of hiring and retaining personnel. Since the program and its continuity depended upon the granting of a number of interrelated proposals, proposals whose probability of funding could not be specified, administrators were placed in awkward positions both with respect to hiring and retention of personnel. It is to be expected that a prospective or current employee will be concerned with a number of questions, two of the important ones being: "What will I be doing?" and "How long will the job last?" Uncertain answers to these questions take their toll in rejected offers and progressively thinning ranks of employees.

An elaborate research design had been developed. The original funding requested was the amount deemed necessary to develop and test the multitude of variables which impinged on the given demonstration problem. Lowered funding required that the research be pursued at a level which excluded many of these variables and seriously jeopardized the exploration of others.

Further, the award of the reduced grant began the project and posed an immediate and additional problem for the research staff. Rather than putting the evaluation plan into action at the very beginning, it had to be redesigned and modified with programs already operating. The award of funds signaled the start of Project programs which were then deemed to be going, while simultaneously the research design was still undergoing modification. This procedure was deleterious since the redesign of research procedures was not simply a consideration of having a study with less of everything. Instead, it required reworking of the research design and forcing the decisions as to what parts of the Program were to be retained and what were to be dropped without the necessary pre-study to determine what effects these cuts would have in the total research picture. Obviously, Program effects were generated for which adequate procedures had not been developed. This resulted in the creation of unanswerable hypotheses when analyses finally took place.

For funding agencies, and for other communities, a recommendation does present itself from these observations. The coherence and integrity of a project cannot be maintained without a sound plan of financing the Project. This plan should provide: (1) assurance of funding for the full demonstration period, and (2) funding either from a single source or from sources of program goal and method compatibility. Unless funding is guaranteed, the drain on staff time and program orientation is enormous. In the long run, the demonstration components that emerge are mere tarnished and bent replicas of the initial ideas that excited the community and led to the undertaking of this large scale effort.

B. Some Observations Regarding Program Orientation.

The important conclusions of the Project, of course, have to do with the substance of youth problems and community programming. The problems of alienated youth, adjustment of rural and small city adolescents to a radically changing world including the work world, and the problem of rural and small communities in an urbanizing era noted in the original proposal, are still present. Experience offers convincing evidence that large-scale efforts are needed, efforts which are broad enough to encompass the variety of factors which generate these problems, yet coordinated into a comprehensive plan to assure maximum impact of individual efforts. The complexity of these problems will require a number of different approaches, including:

a. Approaches that recognize that some problems result from pathology unique to the individual, thus requiring individual service programs;

b. Approaches that recognize that some of the problems result from lack of adequate preparation for legitimate occupational roles, thus creating the need for both education and youth employment training programs;

c. Approaches that recognize that some problems result from a perception of powerlessness engendered by community systems which systematically exclude some individuals from decisions affecting their own welfare, creating the need for community development programs which have as a focus the opening of community decision-making mechanisms;

d. Approaches that recognize that some of the problems of youth alienation are a direct result of the shape and function of dominant community institutions, especially the school, which tend to generate and sustain patterns of youthful deviance. Youth Project research suggests that youthful deviance is closely related to a wide and pervasive pattern of school alienation. Programs designed to lessen youth alienation can be of little impact unless they contend with the changes required in the educational and employment institutions surrounding youth in the world of today.

The experience of the past few years of the Lane County Youth Project leads us to conclude that these above approaches need to be interwoven and that the result should include the following foci:

1. Focus on adequate planning. The present program derived much benefit from the eighteen-month planning period that preceded the three-year demonstration period. Although eighteen months seems generous, the planning period was all too short for the complex tasks of research and the all important cooperative community planning. Comprehensive demonstrations should not be undertaken without an adequate planning period. Such a planning period permits the time necessary to analyze both the general problem of youth alienation, and how that general problem is reflected in the specific setting of any given community. It permits careful analysis of the resources available to deal with the problem. It provides for the acquisition and training of staff before the program itself gets under way. These functions must be accomplished in any community action program to some degree, and it would appear more than worthwhile for communities to provide an adequate period for this explicit task.

2. Focus on Comprehensiveness. Programs directed at youth development will be most effective, experience would argue, if they have a comprehensive orientation. Any significant alteration of the situation of youth will require

efforts of more than any one agency. Youth are not the sole responsibility of the schools, of the employment services, of the community development agency, or of any other single agency. Efforts of these agencies must be coordinated within some comprehensive plan if the complex of economic and social control strategies are to have any significant impact. A commitment to such a plan is vital and the demonstration should be scaled down to a smaller program, if necessary, to permit such a commitment.

3. Focus on Reintegration. Both impressionistic experience and the data of the Lane County Youth Project argue for an approach for dealing with youth alienation which focuses on the reintegration of deviant adolescents. Most of the "natural" processes for dealing with youth whose behavior differs from accepted patterns have as their consequence the exclusion and stigmatization of the "offender." Institutional mechanisms must be created, then, which respond to the deviant in a way which binds him closer to the system, rather than casting him further from it. Such a program will need to deal with two kinds of interrelated issues: (1) development of techniques which permit the program to avoid the alienation process inherent in programs which stigmatize youth, and (2) elaboration of procedures which serve to reintegrate youth into the community institutions which naturally should involve them.

4. Focus on Change of Economic Institutions. Experience verified the initial concern of the Lane County Youth Project with the necessity of altering ways in which youth in general, and rural youth in particular, can meet the universal and often painful process of entering the world of work. This will require that specific attention be given to the educational and employment sectors of any community action program. A number of approaches should

include: (1) better holding power in school, and (2) more realistic work preparation through attitude change and skills development. An example of one important strategy for achieving such change has been sketched out by Pearl and Riessman in their book New Careers for the Poor.[1] They argue that since the greatest economic growth is in the professional fields of health, education and welfare, an appropriate method of dealing with poverty (and for our purposes, youth development) is to open new pathways to careers in these fields. New avenues to these careers are needed, of course, because entrance into these fields currently requires extensive professional training and at present this training is closed to the poor and to the alienated young person. Creation of "New Careers" positions, then, will require fundamental rearrangements of the educational and employment training systems. Nonetheless, such an alteration serves a dual purpose for programs of youth development. First, it presents a viable model for contending with the complex of occupational changes necessary if poor and alienated youth are to achieve some stability in a rapidly changing economic world. Second, the kinds of work, such as teacher aide, recreation aide, or social work aide, that can be entrance points to new careers serve to reverse the pattern of exclusion and stigmatization, i.e., they can provide the vehicle for reintegrating youth into the mainstream of community activity.

5. Focus on Training. Successful implementation of a comprehensive youth development program will require an extensive training effort. This training will have to be directed at a number of different tasks. It is to be expected that effort will be given to pre-service and in-service training. For professional personnel, comprehensive programs are broader than the specific

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[1] Pearl, Arthur, and Riessman, Frank, New Careers for the Poor, New York: The Free Press, 1965.

kinds of training most have received. Welfare, education, or recreational backgrounds will not, ordinarily, encompass the broad range of activities included within community action programs, so that training prior to entrance into the work role, as well as supportive training during the course of the program, will be required. Of special concern is the problem of project management in a social action program such as the Lane County Youth Project. The complex problems of administration, given the forces which constantly are buffeting community action programs, dictate appropriate training experiences. In this case, the training needs to be centered on such topics as the problems of assumption maintenance, the problems of community support and compliance, the responsibilities and strains of research and evaluation, and the role of proposal writing in the development of programs. For the professionals, especially those within a new careers program, training is required. For non-professionals within a new careers program, the pre-service and in-service training program takes on particular significance,since it is this training that will define the important steps along the pathway to a professional career. Our experience would argue that training will need to be oriented to other groups as well. Community leaders have difficulty in seeing the full complexity of a community action program. Supportive agency personnel often are pulled between the tradition of their agency and the demands of the comprehensive action program. Individuals from outside communities are interested in the transferability of the given program. All of these give further evidence of the need to build into any comprehensive community action program a strong and viable training component.

6. Focus on Community Development. An important assumption of this perspective is that the community setting is the appropriate environment for efforts to correct youthful misbehavior. In part, this assumption flows out of

the observations in the fields of sociology and psychology which support the assertion that it is in the "natural community" that important controls over individual behavior lie. Kobrin, for example, in describing the Chicago Area Project observed:

> It is a commonplace of sociological observation that the sources of control of conduct for the person lies in his natural social world. The rules and values having validity for the person are those which affect his daily nurturance, his place in primary groups, and his self-development. He is responsive as a person within the web of relationships in which his daily existence as a human being is embedded.[1]

It is, of course, the natural community that provides the setting within which the adjustment of the individual ultimately must be assessed. Empey and Rabow argue that this must be taken into account in the development of delinquency rehabilitation programs.

> ...must be forced to deal with the conflicts which the demands of conventional and delinquent systems place upon them. The resolution of such conflicts, either for or against further law violations, must ultimately involve a community decision. For that reason, a treatment program, in order to force realistic decision-making, can be most effective if it permits continued participation in the community as well as in the treatment process.[2]

In its work, the Lane County Youth Project has shared this assumption that the community is the setting most appropriate for programs of delinquency prevention and control. The problems of adult-youth alienation that emerge so pervasively in the demonstration communities ought to be dealt with in the community. A focus on community development, then, must rank as a significant part of any community action program, since it is within this program that the basic dimensions of community change become articulated and addressed.

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[1] Kobrin, Solomon, "The Chicago Area Project," The Sociology of Punishment and Correction, New York, John Wiley and Sons, Inc., 1962.

[2] Empey, La Mar T. and Rabow, Jerome, "Experiment in Delinquency Rehabilitation," American Sociological Review, New York, Row, Peterson and Company, 1961.

C. A Concluding Comment

Much has been learned as a result of the Lane County Youth Project effort. Some of the programs appear to have had beneficial effects on both the youth and the community, while others appear to have failed to bring about particularly significant changes. We must add that many of the hoped-for effects of the Project are not measurable in a quantifiable sense, and some effects can only be assessed after a period of years. Certainly, the experience of the past three and a half years of action program and the previous eighteen-month research and planning period has had a dramatic impact on the staff who participated in th programs. That experience will be carried with them and will be reflected in their future work, hopefully blending useful Project ideas with significant new ideas presently developing. The community, as well, has been affected in ways which are not easily measured at this point in time. Institutions have been engaged in new and different programs, present and future leaders have been involved in program processes, and there has been created the clear perception of the needs for specific kinds of programs for the youth of Lane County. Finally, in the community, among the staff, and in the general professional literature, a contribution has been made to the world of ideas. Programming to meet the problems of youth is difficult business, and significant and useful ideas are at a premium. The ultimate impact of the Lane County Youth Project will be judged by how well its apparent successes and failures become integrated into its demonstration communities as well as in the community of ideas regarding programs to meet the problems of rural and small city youths.